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ALTERNATIVES IN PUBLIC SERVICE DELIVERY: VOLUNTEERS IN FEDERAL AGENCIES

PREPARED FOR THE

SUBCOMMITTEE ON INTERGOVERNMENTAL RELATIONS

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COMMITTEE ON GOVERNMENTAL AFFAIRS

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LETTER OF TRANSMITTAL

U.S. SENATE,
SUBCOMMITTEE ON INTERGOVERNMENTAL RELATIONS,
Washington, D.C., August 3, 1982.

Hon. WILLIAM V. ROTH, Jr.,
Chairman, Committee on Governmental Affairs, Dirksen Senate Office Building, Washington, D.C.

DEAR BILL: Senator Arlen Specter and I commissioned the following report in order to evaluate the potential benefits and difficulties associated with expanding the use of volunteers by Federal agencies. It is part of a continuing exploration by my Subcommittee on Intergovernmental Relations, of alternative ways to deliver public services at less cost to the American taxpayer.

In 1980, the Subcommittee held a series of hearings on Nonprofit Organizations' Participation in the Federal Aid System. The following year the Subcommittee again considered a range of Alternatives to Public Service Delivery, in three days of hearings dealing with nonprofit groups and volunteers. Both of these efforts concluded that historically, and still today, there is a vital role for volunteers in our public service delivery system, a role that can and should be expanded.

The use of volunteers by Federal agencies is not a new phenomenon. Volunteers were blazing trails and assisting park visitors long before a Federal park service was established. In addition to volunteers in the parks and forests, the Small Business Administration today sponsors SCORE, the Service Corps of Retired Executives, which links retired business people with new or small business owners who need management assistance. These and other successful partnerships between Federal agencies and volunteers are discussed at length in our report. The report concludes, "Experiences with volunteer programs in the Federal Government indicates that under the proper circumstances volunteer programs can be mutually satisfying for the agency and the volunteer."

The report is unique in two respects. It is the first review of the use of volunteers by Federal agencies as a supplement to paid employees. Second, and perhaps more significant, it recognizes that volunteers do not offer a panacea for budget cuts. Volunteering is not intended to replace paid staff. There are limitations to the successful use of volunteers which must be recognized by policy makers before new programs are developed or old ones are expanded.

I wish to express my appreciation to the Congressional Research Service, and in particular to Keith Bea, for their extensive time and energy in putting this report together.

It has perhaps become a cliche to say that America's finest natural resource is our people. But to ignore the truth in that statement is to brush aside the spirit and selflessness that built this country, including the millions who have given of their time and effort, and continue to give, with no motive of personal financial reward. Those people can help government serve better and more efficiently. I hope this report will be a step toward achieving that end.

Sincerely,

DAVE DURENBERGER,
Chairman, Subcommittee on Intergovernmental Relations.

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ALTERNATIVES IN PUBLIC SERVICE DELIVERY: VOLUNTEERS IN FEDERAL AGENCIES

INTRODUCTION

Volunteerism is a form of social involvement in America which, while it has its critics, is perceived to be in "the same untouchable category as motherhood and the flag." [1] Untouchable as the concept may appear, the work of volunteers in any governmental or nongovernmental organization is accompanied by problems as well as anticipated benefits. (In this report, volunteerism is the donation of time and talents to deliver services or complete tasks with no direct compensation expected, save the reimbursement of expenses.)

Some of these problems and benefits have relevance to the use of volunteers in Federal agencies. The issues Federal officials must be concerned with in using volunteers include placing volunteers into a hierarchical structure, fitting them into uses not violative of contracts with government unions and ensuring that demands for accountability placed on public officials are met. If Congress were to consider authorizing most or all Federal agencies to use volunteers to assist paid staff, an examination of the problems and benefits associated with using volunteers in light of these and other issues may ease difficulties. This report is a first step toward such an examination.

The idea of using volunteers in the Federal Government is not new and has been practiced in a number of agencies for years, but little government-wide information has been compiled thus far on how volunteers are used by Federal officials and what their experiences are. By comparing the experiences of officials in Federal agencies that have volunteer programs with the experiences in other organizations, both governmental and nongovernmental, it is possible to begin to explore the potential for the expanded use of volunteers in the Federal Government.

This report is divided into two sections. The first section presents some of the incentives and impediments Federal agencies face in using volunteers. These incentives and impediments are stated as propositions which are compared to interviews with Federal officials (refer to page 32) and citations from published studies. The second section contains brief descriptions of selected Federal volunteer programs, based upon interviews with the executive agency officials in charge of the volunteer programs. These descriptions summarize how selected agencies reportedly make use of volunteers. Except in the case of the U.S. Army Corps of Engineers, where staff discussed how volunteers would be used if the agency were authorized to use them, and in the case of the Drug Prevention Program in ACTION, whose Director noted that

[1] Geri, Joseph. What's Wrong with Voluntarism? Washington Post, May 6, 1974, p. A14.

their program is not fully established and described how the program is scheduled to operate, the descriptions of agency programs reflect actual experience, not plans.

This report has a number of limitations. First, this is not a comprehensive survey and analysis of the use of volunteers in Federal agencies. Volunteers have been used in the legislative branch as well as in the executive branch to fulfill many tasks which are not mentioned here. There is no record of a survey of the volunteer activities of agencies in either branch. Such a survey would be useful. One method of comprehensively identifying the volunteer programs would be to approach each agency and question personnel and program staff, but this would be a time consuming task.

A second limitation of this report is that only one aspect of volunteerism is considered—the provision of services toward completion of assigned tasks. The Federal Government has used volunteers in another capacity for years through citizen involvement in policymaking or rulemaking. Some of the incentives and impediments to using volunteers which are discussed here, such as the improvement of management procedures and schedule conflicts, also apply to citizen involvement. However, the techniques and objectives of citizen involvement have received considerably more attention than has volunteering, so the resources of this report were concentrated on the specific issue of volunteering.

A third limitation of this report is that it does not discuss the Federal employee as a volunteer. Statutory limitations restrict the option of Federal employees and others to volunteer in certain areas,[2] but avenues may exist for Federal employees to volunteer in the delivery of social services or other areas where there are no legal restrictions.

Also, a basic assumption of this report is that the experiences of non-Federal organizations are transferable to Federal agencies. It may be argued, however, that the Federal agencies are unique and that the lessons learned by the other organizations cannot be transferred. Nevertheless, considering that the information gained from the interviews with Federal officials indicates that they have had experiences similar to those of other non-Federal organizations, the assumption does not appear to be inappropriate to the purposes of this study.

[2] 31 U.S.C. 655(b).

INCENTIVES AND IMPEDIMENTS TO THE USE OF VOLUNTEERS IN FEDERAL AGENCIES

Introduction

The first section of this report presents theories and ideas about volunteers along with the experiences of selected Federal agencies and with findings from published research. The intent of this section is to compare some propositions about the use of volunteers in Federal agencies with experiences.

The propositions considered in this section were developed primarily from two publications. These publications were selected as the basis for the propositions because they reflect the viewpoints of many contributors and approach the topic from different perspectives. One source presents the theoretical, legal and ethical issues which underlie the voluntary sector,[3] while the other, which resulted from the National Forum on Volunteerism in 1981, discusses issues which are external to the voluntary sector and which have an important effect on volunteerism.[4]

Ideas taken from each book concern topics such as the motivation of volunteers, limitations on the use of volunteers, organizational needs, the effect of inflation, demographic changes, social attitudes and other theoretical approaches. These ideas were then divided into the issue areas of personnel, motivation, costs, environmental factors, conflicts of interest, the effectiveness of volunteers, benefits from volunteering, and the separation of the voluntary sector from the public sector.[5] Each issue area was then viewed from the perspective of whether it could be seen as an incentive to agencies to use volunteers or as an impediment. A list of eight incentives and eight impediments were drawn up and written as propositions—assertions regarding the advantages or disadvantages of using volunteers in Federal agencies. Each proposition was then examined using information obtained from interviews with Federal officials (see the second section of this report) and published studies on volunteerism. This section contains the results of the examination of the propositions.

Other analysts will be able to identify other propositions and issues which are not included here. In particular, questions which would be most applicable to a discussion of policy alternatives on the use of volunteers in Federal agencies which are not covered here include:

[3] Harman, John D., ed. Volunteerism in the Eighties. Washington, University Press of America, Inc., 1982. 278 p.

[4] Rydberg, Wayne D. and Linda Peterson, eds. A Look at the Eighties: Crucial Environmental Factors Affecting Volunteerism. Appleton, Wis., Aid Association for Lutherans, and Washington, the National Center for Citizen Involvement, 1980. 79 p.

[5] The term "sector" refers to a large segment of society which is comprised of similar types of organizations. The three sectors commonly referred to are the private, public, and voluntary sectors. Each of these sectors may be distinguished from the others because they exclude organizations which fit into either of the other sectors. A voluntary organization cannot be a part of government and cannot be a business in the private sector. For a brief discussion of the distinction between the voluntary or third sector and the private and public sectors see: Rockefeller, John D., III. In Defense of Philanthropy. Business and Society Review, No. 25, Spring 1978, p. 26–29.

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(1) whether or not volunteers should do work for free which may, with a reallocation of resources, be paid for; (2) whether or not Federal agencies should be using volunteers to help deliver services which, according to some critics, should not be the responsibility of government: or (3) whether or not the use of volunteers keeps paid employees from being hired.

Also, studies other than those used in this report and cited here could be used to further challenge or validate these propositions. The lack of empirical data in this report from surveys on volunteering (other than the survey published by the Canadian Council on Social Development in 1975) is particularly obvious. A similar problem is the relative paucity of literature on problems associated with the use of volunteers. A number of the studies used in this report do contain passages on this issue, and one bibliography filled some of the gap.[6]

The lack of published material on the negative aspects or problems of volunteerism may be because the concept appears to be less controversial than other issues. Most of the people who write about volunteerism are motivated to support volunteerism. When a topic is popular and does not pose disadvantages for most people, it is not likely that the critics will speak out. Further, it has proven difficult to obtain critical comments about Federal volunteer programs from the persons responsible for the administration of the program.

This section of the report is arranged under the following format. First, the propositions concerning the use of volunteers in Federal agencies are divided into incentives and impediments. Following the statement of each proposition, the findings pertinent to that proposition are summarized. These findings are drawn from the summaries of interviews with agency officials and published studies. References to the studies are cited.

Incentives

The propositions which have been identified as possible incentives for Federal agencies to use volunteers are listed below. In the following pages information from Federal officials and published studies are related to each proposition.

1. If Federal agencies use volunteers, more work can be accomplished. Tasks which otherwise would not be completed are completed, or paid employees are able to move onto additional tasks because volunteers complete some of their duties. [This is not a proposition that volunteers may replace paid employees.]

2. Volunteers in Federal agencies improve management practices and the procedures for delivering services or accomplishing tasks because they may be sources of new ideas.

3. Services to the public are improved by the use of volunteers because the volunteers strengthen the ties between agencies and recipients and provide feedback to the agencies on the effectiveness of the services.

4. From the volunteers' perspective, new experiences and skills can be learned from volunteering activities.

5. From the volunteers' perspective, the opportunity to volunteer fulfills a need to help others.

---

[6] Gold, Doris B. Opposition to Volunteerism: An Annotated Bibliography. Chicago, CPL Bibliographies, 1979, p. 21.

6. A volunteer program improves the public's image of an agency.
7. Volunteer programs are one way to involve citizens in and make them more knowledgeable about the Federal Government.
8. Through experiences with volunteers agency officials can identify personnel with certain skills for future employment.

PROPOSITION 1

If Federal agencies use volunteers, more work can be accomplished. Tasks which otherwise would not be completed are completed, or paid employees are able to move onto additional tasks because volunteers complete some of their duties. [This is not a proposition that volunteers may replace paid employees.]

Findings

Both the U.S. Forest Service and the National Park Service use volunteers to provide a number of services which would not otherwise be provided. Volunteers serve as campground hosts, trail blazers, interpreters, and instructors. Also, volunteers with specialized skills are used to supplement existing staff talents in scientific or historical research. The end result, according to officials from these agencies, is that more work is accomplished.

Officials in the Consumer Product Safety Commission (CPSC), the U.S. Forest Service and the National Park Service noted that volunteers have been used to supplement the work of agency staff. For the Commission, individuals volunteering as Consumer Deputies served as the eyes, ears, and legs for staff in identifying apparent violations of CPSC regulations by businesses. While the CPSC staff have served in the past as investigators, the Consumer Deputy Program allowed staff to concentrate on such other functions as enforcement.

One Canadian survey investigated whether or not, through the use of volunteers, paid staff accomplish more work than what otherwise would be accomplished. This study on volunteers in Canada, published in 1975, found that one of the main reasons social service agencies use volunteers is to assign volunteers "routine work" to enable the "professional staff" to perform other tasks.[7]

Other authors identified volunteers as a resource to be used to extend staff resources, with limitations in some cases:

> The real reasons for having volunteer staff are: to improve and extend to more clients existing programs and to make possible new programs which paid staff do not have time to do.[8]
>
> It has been a basic principle of volunteerism that the volunteer worker supplements, supports and enriches the work of the professional and never replaces a potential paid staff member.[9]
>
> Volunteers should not be used to save ratepayers' and taxpayers' money in cases where the work to be done has come to be recognized as belonging to the statutory body, where it can

[7] Carter, Novia. Volunteers: The Untapped Potential. Ottawa, Ontario. The Canadian Council on Social Development, 1975, p. 52. (Hereafter cited as Volunteers: The Untapped Potential.)
[8] MacBride, Marie. Step by Step. Bergen County, New Jersey. Volunteer Bureau of Bergen County, 1979, p. 34. (Hereafter cited as Step by Step.)
[9] Stenzel, Anne K. and Helen M. Feeney. Volunteer Training and Development: A Manual. New York, the Seabury Press, 1976, p. 16. (Hereafter cited as Volunteer Training and Development.)

> be as well or better done by paid labour, and where such labour is available.[10]
>
> Given the current philosophical, sexist, legislative, vocational, and economic differences of opinion concerning volunteers, any organization that hopes to alleviate its staff problem by use of volunteers must be sure that its own house is in order. By that we mean it must be acutely aware of the volunteer's own perceptions of his or her needs and role; it must have meaningful and skill—and ability-challenging tasks to perform; and it must be prepared in every way to treat the volunteer on a collegial basis. The day is long since gone when the organization can afford to convey the impression that the volunteer is doing tasks which the professional has neither time nor inclination to perform.[11]

The factor of supplementing paid staff may be particularly crucial for volunteers serving in foreign countries, where the purpose of volunteer service is to attempt

> . . . to fill manpower shortages where there is neither sufficient trained personnel nor the money to hire persons from abroad at expatriate salaries.[12]

Others argue that the savings in staff time from volunteers actually exploits the volunteer.[13] In 1973 the National Organization for Women (NOW) argued that the psychic rewards volunteers receive from their work are seen to replace the volunteers' need for payment. One article stated that:

> Tedious but necessary tasks of dealing with society's problems were taken care of capably and cheaply. . . . As instinctual needs are craving fulfillment, the performance of service tasks are assumed to ensure their own rewards. Instinctual gratification rather than monetary compensation is seen as the proper reward for such efforts.[14]

Proposition 2

Volunteers in Federal agencies improve management practices and the procedures for delivering services or accomplishing tasks because they may be sources of new ideas.

Findings

Volunteers are not always silent helping hands and, by a number of accounts, are most helpful to themselves and the organization if they contribute their ideas as well as talents.

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[10] Morris, Mary. Voluntary Work in the Welfare State. London, Routledge and Kegan Paul. New York, Humanities Press, 1969, p. 225. (Hereafter cited as Voluntary Work in the Welfare State.)

[11] Manser, Gordon and Rosemary Higgins Cass. Voluntarism at the Crossroads. New York, Family Service Association of America, 1976, p. 163. (Hereafter cited as Voluntarism at the Crossroads.)

[12] For example, in 1971 the National Conference of the National Organization for Women (NOW) passed a resolution stating: Be it resolved, that NOW distinguish between (1) voluntary activities which serve to maintain woman's dependent and secondary status on the one hand and (2) change-directed activities which lead to more active participation in the decisionmaking process.

[13] Denny J. Peter, Volunteer Selection: A Report on the ISVS seminar on Volunteer Selection. Washington, International Secretariat for Volunteer Service, 1966 [?] p. 1. (Hereafter cited as Volunteer Selection.)

[14] Volunteerism; against. Christian Science Monitor, June 11, 1973, p. 8.

Officials from three of the Federal agencies interviewed indicated that the suggestions of volunteers are useful to staff. The U.S. Forest Service uses the ideas of volunteers to design the negotiated agreement which sets out the responsibilities of the agency and the volunteer. Also, through their citizen involvement program, the Forest Service has received comments from groups and individuals for years about how to improve the management of national forests. The Director of ACTION's Drug Prevention Program noted that volunteers are expected to design their own prevention programs and share these ideas with other groups. Because the parents and community leaders are closest to the problem of drug use, it is believed that they may have the most effective ideas. Volunteer coordinators also are expected to be a source of ideas.

Another Federal agency has set up an organizational structure which facilitates the flow of ideas from volunteers to agency staff. The Small Business Administration (SBA) uses the National SCORE Council (Service Corps of Retired Executives), composed of eleven SCORE representatives, to channel suggestions to SBA administrators to improve the SCORE program. Through the hierarchical structure of SCORE (local chapters, district offices and the National Council) ideas can move up from the voluntary counselors to the Council.

The literature on volunteerism contains a number of references to the assistance volunteers provide by making suggestions. One author noted:

> Volunteers can serve as living bridges by bringing knowledge of the community to the agency and by bringing the agency's programmatic message back to the community. Innovative and meaningful services grow in this kind of climate. . . . Volunteers should never be thought of as supplanting staff. The role of volunteers is to supplement staff, to provide enrichment of staff efforts and program development with their imagination and fresh perspectives. They are able to ask questions that may give pause for reflection to busy employees . . .[15]

The use of the volunteers' suggestions may be of benefit to the individual volunteer as well as the voluntary organization. In a discussion of what the factors are which motivate people to volunteer, one source noted:

> Related to the sense of the significance of his work is the volunteer's feeling that he is appreciated by and is influencing his co-workers and the job situation; that his suggestions and ideas are being used, that he is being invited to join in planning and policy thinking, that he has a special role to play on the team, that he is being trusted to take on more and more responsibility.[16]
>
> The evidence is that the fresh viewpoint of volunteers is critically needed in the long-range planning and decision-making councils of the community and its agencies. A wide

[15] Wojno, Dorothy. Citizen Participation. Hartford, Connecticut. Connecticut State Department of Mental Health, 1979, p. 12 (Hereafter cited as Citizen Participation.)

[16] Schindler-Rainman, Eva, and Ronald Lippitt. The Volunteer Community: Creative Use of Human Resources. Washington, Center for a Voluntary Society, 1971, p. 57. (Hereafter cited as The Volunteer Community.)

> variety of volunteers and paraprofessionals bring to bear on planning and decisions very different points of view from those of the professionals.[17]

Organizations, however, must be structured to listen for and receive these ideas.

> The basic condition is an attitude with concern for ideas, opinions, interests, and abilities of people on the part of a chairman or a board or committee, the officers of an organization . . .[18]

Further evidence that volunteers bring new ideas into organizations may be found in the survey summarized by Novia Carter on volunteers in Canada. In response to the question "What are the two main reasons your agency encourages volunteer involvement?" 84 agencies, or 48.8 percent of the respondents noted that the volunteers "inject new ideas and enthusiasm into the program." [19] Out of eight possible responses, this answer registered the highest number of responses in the survey.

For organizations concerned with maintaining flexibility and the ability to adapt to meet new needs, the suggestions of volunteers may be a preferred resource. In a study of the future of volunteerism, two authors noted that staff may be less inclined to propose change than "outside agents" (volunteers).

> Can change then really come from within or must it be motivated by forces outside the organization? There is some evidence to support the latter view. Research . . . concludes that continuous guidance toward change needs to come not only from the peer group but also from outside change agents.[20]

While the volunteer may be an outsider in many respects, the opportunity to participate gives the volunteer "inside" information. It has been noted that knowledge of how an organization operates can help a volunteer formulate suggestions.

> When you have entered the system and served, you are better equipped to criticize. . . . A person who has been a probation volunteer, for example, has a much better idea of what reforms are needed in the criminal justice system than one who has not. . . .[21]

PROPOSITION 3

Services to the public are improved by the use of volunteers because the volunteers strengthen the ties between agencies and recipients and provide feedback to the agencies on the effectiveness of the services.

Findings

Staff at the CPSC discovered that the personal contacts the agency staff had developed with consumer organizations were the best resource

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[17] The Volunteer Community, p. 16.
[18] The Volunteer Training and Developemnt, p. 19.
[19] Volunteers: The Untapped Potential, p. 52.
[20] Voluntarism at the Crossroads, pp. 237–238.
[21] Kosciesza, Ida. A Step Back for Women? Washington Post, July 26, 1973, p. E2.

to use as volunteers. In addition to the administrative ease of recruiting members of one organization, rather than trying to attract individuals, the contact with the organizations improved relationships between agency staff and interest groups.

For years the Forest Service has received suggestions from Boy Scouts, hiking clubs and other organizations regarding Forest Service policies. The Volunteers in the National Forests program formalizes the communications which had previously taken place informally. Supervisors of national forests may implement some of the suggestions of volunteers on the spot.

In the opinion of a number of analysts, Federal, State or even local government agencies are too large to adequately respond to the needs of individual clients and fine tune procedures for helping individuals. One solution, for some, is for voluntary institutions, such as churches, to have responsibility for delivering services. While proponents of this "mediating structures" theory may argue that government should decrease its involvement in domestic situations and private institutions should take over functions now performed by government, mediating structures are also perceived to be a potential tool for helping Federal agencies interact with individuals.

> What is lacking today is an effective and believable linkage between the vast institutions (megastructures) of the public sphere and the values by which people live day-by-day. Mediating structures provide such a linkage, and they can do so more effectively than the megastructures.
>
> Mediating structures are those institutions that stand between the individual in his private life and the large institutions of modern society.[22]

Difficulties associated with the increasing size and complexity of social institutions also can be eased through the specialization of volunteers and paid staff.

> As the society continues to become more complex and the needs for personal service multiply many times, there will be an increasing lag between the number of trained professionals and the magnitude of the service job to be done. The professionals will more and more have to become the recruiters, trainers, and supporters of teams of volunteers who will carry out the basic work of human relations and individualized support for the growth and development of each child and adult.[23]

Other authors see the volunteer as:

> . . . an essential balancing force between disillusioned consumers and rigid bureaucracies. Using their own orbits, they increase trust and credibility, bring resources together, act as sharpeyed watch dogs, and help influence powerful people to support needed services.[24]

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[22] Kerrine, Theodore M. and Richard Johnson Neuhaus. Mediating Structures : a Paradigm for Democratic Pluralism. In The Uneasy Boundary : Church and State. Philadelphia, American Academy of Political and Social Science, 1979. Annals, v. 446, Nov. 1979, p. 11.
[23] The Volunteer Community, p. 18.
[24] Citizen Participation, p. 32.

The perception of the volunteer as a bridge for the gap between agencies and clients is also noted:

> Voluntary workers are a vital link between those in receipt of welfare and the public in whose name that welfare is provided.[25]
>
> Volunteers are serving as links between the institution and its clients. Examples are the doctor's aide who is a link between the doctor and the patient; the paraprofessional who serves as a community aide and tries to link parents to the school and vice versa; the public health center aide who informs community residents of available services for which they are eligible.[26]

PROPOSITION 4

From the volunteers' perspective, new experiences and skills can be learned from volunteering activities.

Findings

The Drug Prevention Program at ACTION and the U.S. Fire Administration's programs both aim to encourage people in communities across the country to design and implement their own volunteer programs. Interested persons can learn to establish drug use prevention programs or "Learn not to Burn" programs in their communities and, from more experienced volunteers or volunteer coordinators, learn about organizing, publicizing, and fund raising techniques.

Other Federal agencies, however, stress that they rely upon volunteers with skills already developed. The agencies provide the volunteers with skills which are necessary to operate in the organization and to perform the task. The CPSC, the Forest Service, the Park Service and the SBA all rely upon the skills volunteers can bring with them into the job agreement. SCORE volunteers are assigned as counselors based upon their previous experience (e.g., a person skilled in marketing procedures would counsel small businesses in marketing). The U.S. Army Corps of Engineers staff noted that if they were authorized to use volunteers, they would seek to "hire" volunteers with needed skills. It is not always evident, therefore, that the volunteering activity will give the volunteer new skills (beyond those needed to work in the organization).

The reliance by most of the Federal agencies interviewed in this study on volunteers who would not need a great deal of training or education may conflict with the motivation of some people who want to volunteer. One study noted that of a number of factors which motivate people to volunteer:

> . . . some volunteers seem to put major motivational emphasis on the self-actualization possibilities of an opportunity to volunteer . . . The self-actualizers see opportunities for learning, for excitement, for personal growth . . .[27]

That volunteers can learn new skills will not only benefit the individual, it is noted, but also may benefit the organization.

> Rather than "training" people for specific "tasks," the goal is education for change in skills, knowledge, and understand-

[25] Voluntary Work in the Welfare State, p. 204–205.
[26] The Volunteer Community, p. 38.
[27] The Volunteer Community, p. 51.

> ing, and for creative application of learning in new situations (transfer of learning). Such an educational program benefits both the individual and the organization in ways such as: . . . core competence, satisfaction and, therefore, longer tenure of volunteer workers and organizational members, including those volunteers doing relatively unskilled jobs.[28]

A study released in 1979 by the Sperry and Hutchinson Company found, as stated in the Christian Science Monitor, that:

> . . . self-fulfillment, personal gain, and career advancement are now prime reasons for joining an organization . . . "People join groups now because they are going to get something out of membership, not because 'it's the thing to do.' " [29]

PROPOSITION 5

From the volunteers' perspective, the opportunity to volunteer fulfills a need to help others.

Findings

Staff from the U.S. Forest Service, the ACTION office on Drug Prevention, the Park Service and the U.S. Fire Administration noted that a number of their volunteers perform their tasks because they want to help others. Community leaders, parents and others who work on drug prevention and fire prevention programs see problems which severely affect their neighbors and families. These volunteers hope that through their efforts others will be saved from tragedy. The Forest and Park Services appear to attract volunteers who feel that their talents and time can be used to maintain the natural resources used by so many.

In proposition number (4) mention was made of "self-actualizers" who volunteer for reasons of personal growth. Schindler-Rainman and Lippitt also identified another type of volunteer who has a different motivation.

> The servers see opportunities for significant contributions, for the meeting of needs, and for action relevance in the society.[30]

This motivating factor for volunteering is also known as altruism. In the survey of Canadian volunteers, individuals who were surveyed were asked "What are the two main reasons why you volunteer or make donations, or why you used to?" Out of 564 responses, 493 (87.4 percent) stated they had altruistic reasons which include: "I want to help people, serve their needs and make them happy; because my services are needed; because it is a human and personal way of giving." [31]

This finding was summarized by the Canadian National Advisory Council on Voluntary Action.

> Volunteers involved in service activities have tended to see voluntary activity as a form of altruism, a charitable gift of

[28] Volunteer Training and Development, p. 18.
[29] Clubs in US: Some Slippage but New Vigor. Christian Science Monitor, Oct. 17, 1979, p. 15.
[30] The Volunteer Community, p. 51.
[31] Volunteers: The Untapped Potential, p. 27.

> time, energy or money to those who need it. . . . Voluntary organizations are very important as an expression of humanitarianism, or in some people's terms—compassion.[32]

The issue of altruism as a motivating factor for volunteerism was discussed by David Horton Smith. In a review of surveys designed to measure the reasons why people volunteer, Smith concludes that "altruistic motivation, . . . is a minor rather than a major causal factor . . . of most U.S organized volunteerism . . ." [33] Besides commenting on the inadequacies of the survey instruments, Smith noted that incentives and rewards such as the opportunity to keep busy, psychic satisfaction, and training for future employment serve as the principal motivators of volunteers.

Smith also questions the reliability of survey data which attempts to measure the altruistic motivations of volunteers.

> If asked, even in a confidential questionnaire in which they [the volunteers] remain anonymous, they cannot always answer; if asked personally and publicly they sometimes claim to be incredibly high-minded, and sometimes lean over backwards to undervalue their motives.[34]

Proposition 6

A volunteer program improves the public's image of an agency.

Findings

None of the Federal agency staff who were interviewed commented that they expected to enhance the agency's image by using volunteers (they were not asked a question related to this). This may be expected, because the idea of establishing a volunteer program for public relations purposes, even as one of several reasons for using volunteers, would not tend to be received well. (A less controversial term used by agencies to describe the services they offer is "outreach.") If the public is made aware of the program, however, one "benefit" is that more people would volunteer.

Through the voluntary contributions of television star Melissa Gilbert, the Drug Prevention Program not only has a well known spokesperson, but also attracts publicity. Publicity about the Forest Service's volunteer program reportedly improves the relationship between the agency and the public and promotes Forest Service objectives among interested organizations.[35]

Public relations activities also benefit volunteers and the organization by providing recognition. This ensures that the public is aware of the work being done and individual volunteers receive another form of motivation.

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[32] People in Action. Report of the National Advisory Council on Voluntary Action. Canada. National Advisory Council on Voluntary Action, 1977. p. 10. (Hereafter cited as People in Action.)

[33] Smith, David Horton. Altruism, Volunteers, and Volunteerism. In Harman, John D., ed. Volunteerism in the Eighties, Washington, University Press of America, p. 28–9. (The Canadian survey complied by Novia Carter was not specifically mentioned by Smith.)

[34] Voluntary Work in the Welfare State, p. 193–194.

[35] Aldridge, Dorothy. Volunteers, Salvation for the Nation's Forests. Backpacker, v. 5, Feb. 1977, p. 42, 44–45, 70–72, and VanLear, Denise. Wilderness Alert, Volunteers Come to the Rescue of the Public Lands. Backpacker, v. 10, July 1982. p. 27.

> Recognition means that someone cares, that someone sees the difference individual endeavor makes. Recognition builds self-confidence, making people happy with themselves and consequently better able to do a productive, caring volunteer job. It is a way of expressing thanks and appreciation for the time and energy a volunteer devotes to helping others.[36]

PROPOSITION 7

Volunteer programs are one way to involve citizens in and make them more knowledgeable about the Federal Government.

Findings

The Consumer Product Safety Commission used Consumer Deputies to assist the agency in enforcing the Commission's regulations. In order to notify staff of possible violations, volunteers had to become familiar with the regulations and the capability of agency staff to address the problems. The Forest Service staff noted that the utility of the public involvement program encouraged the agency to establish the volunteer program.

Citizens' participation in their own governance was identified as a goal of volunteering by a number of authors.

> The best volunteers are attracted by opportunities to participate in policy development, program innovation, and advocacy rules.[37]
>
> A democratic system needs members with a high level of commitment to voluntary participation in the affairs of the system. In a way, our first criterion of democracy, which was widespread involvement and participation in the affairs of the society, is a statement of self-initiated, self-motivated voluntarism.[38]
>
> There should be a general realization that voluntary action is not an unusual activity in which extraordinary citizens engage, but simply the normal exercise of responsible citizenship.[39]

PROPOSITION 8

Through experiences with volunteers, agency officials can identify personnel with certain skills for future employment prospects.

Findings

None of the Federal agencies spoke of using volunteer programs as a way of identifying future employees. The Park Service noted that volunteers with certain skills in scientific fields or other disciplines may be used, and it may be seen that if the Park Service needed employees with these skills in future years, these individuals could be contacted. However, no direct link was indicated by the staff person interviewed.

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[36] Virginia. Office of the Secretary of Administration and Finance. A Report on Volunteerism in Virginia State Government. Richmond, Virginia State Office on Volunteerism. Department of Intergovernmental Affairs, 1977, p. 32. (Hereafter cited as A Report on Volunteerism in Virginia State Government.)

[37] Step by Step, p. 5.

[38] The Volunteer Community, p. 15.

[39] People in Action, p. 39.

While many people may use voluntary experience to obtain paid employment, this procedure is difficult to research. Part of the problem is that the value of volunteer work as a qualification for a job will differ from one supervisor to another. In a New York Times article, a director of the volunteer department at a hospital center was quoted as saying that volunteering is one way of obtaining a job and, further, might become part of the working life of many individuals. The founder of the Call to Action telephone hotline service, in the same article, also noted the importance of volunteering in seeking employment.

> More and more volunteers use us as a stepping stone to a job and we welcome people who are investigating the [psychiatric] field....
>
> The more people we can get into the job market, the better. . . . Then I want them to come back to volunteering. I believe that at various stages of their lives, people should be able to go from unpaid work to paid work and back again.[40]

The same finding was expressed by a consultant in another article:

> Increasingly women returning to the job market after years of homemaking are using volunteer work as a means of feeling the water before diving into paid employment. Mary Janney of Washington Opportunities for Women, Inc., can cite numerous case histories of women who have worked for several months as volunteers and then moved on to a paid job.[41]

For some critics, however, volunteering does not provide the proper training or skills for making the change from volunteer work to paid work. This, it has been argued by the National Organization for Women (NOW), is one reason women should not volunteer in service delivery.

> Many women have found that long years of devoted volunteer work leaves them insufficiently educated and lacking in the kind of work experience which could be helpful in finding and holding a job.[42]

Impediments

The propositions which have been identified as potential impediments to the use of volunteers in Federal agencies are listed below. Information from Federal officials and published studies are related to each proposition in the following pages.

9. Paid staff and volunteers historically conflict with one another.

10. Volunteers present agencies with additional management burdens. Because of the management burden, volunteer programs could force agencies to increase their budget requests.

11. Volunteers must schedule volunteer work in with other duties (e.g., familial, personal, or employment). The degree of commitment of volunteers may vary as a result, leading to inconsistent work quality and lack of dependability.

12. The qualifications of volunteers may not be relevant to jobs they would like to accomplish.

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[40] Bernstein, Paula R. Suburban Volunteers: Jobs Are Changing and So Are Attitudes. New York Times, May 18, 1973, p. 44.

[41] Koscieszа, Ida. A Step Back for Women? Washington Post, July 26, 1973, p. E5.

[42] Volunteerism; against. Christian Science Monitor, June 11, 1973, p. 8.

13. People may be restricted in their volunteer activities because they are not as able to pay for expenses which the agency cannot or does not reimburse.

14. Conflicts of interest may arise if a volunteer, as advocate, works for a Federal agency.

15. Volunteers may have different goals and objectives than the paid staff of the organizations they work in. Volunteers tend to stress the achievement of a goal and pay little attention to how that goal is achieved. Paid staff, however, are concerned with the procedures needed to achieve a goal as well as with the achievement of the goal.

16. The possibility for litigation increases as volunteers are used.

Proposition 9

Paid staff and volunteers historically conflict with another.

Findings

Most of the Federal officials interviewed in this study acknowledged that difficulties do exist between volunteers and staff and that actions had been taken, should have been taken, or should be taken to ease those difficulties. The management of volunteers, it was noted, is no different from managing paid employees because in either situation management problems arise.

Officials from two Federal agencies noted that difficulties occasionally arose between paid staff and volunteers. In the early years of the Consumer Deputy Program, Consumer Product Safety Commission staff had some administrative difficulties with volunteers, but these were eased after the Commission used contractual agreements with the volunteer groups. The Small Business Administration and SCORE representatives have an adversary relationship at times which is partially based upon the degree of independence SCORE officials have or feel they should have.

Through the negotiated agreement used by the Forest Service and the Park Service, some administrative difficulties are avoided because each party understands what the assignment is and what is expected. The Forest Service staff primarily works with the leaders of the voluntary organization, who then direct their members. Also, the Park Service has recognized that some of the administrative problems may be resolved if staff refuses the assistance offered by volunteers if there is no specific task to be completed.

Non-Federal agencies have also noted some frustrations working with volunteers. In the survey of voluntary agencies in Canada, 92 out of 172 respondent agencies (53.5 percent) indicated that they have had problems using the services of volunteers. For approximately 20 percent of the respondents, the two reasons cited most often were poor work performance and unreliability (being late or absent). Approximately five percent, or nine of the respondents, indicated that they have had "problems with paid staff and volunteers working together." [43]

Part of the reason for conflicts between paid staff and volunteers may be the desire of staff in certain areas to establish themselves as professionals. To accomplish their job properly, it is asserted, mini-

[43] Volunteers. The Untapped Potential, p. 61.

mum qualification requirements must be met in education, experience, or both. The process of elevating certain jobs to the "professional" rank may yield a number of benefits including higher monetary compensation and less competition for positions. If these same jobs can be completed by volunteers with relatively little training, staff who have invested considerable time and money to attain their position may be reluctant to welcome the volunteers.

> In the pursuit of higher quality of professionalism, protective associations seek to maintain standards and to clarify the boundaries of professional competence. Traditionally, there has been a very distinct and complete separation between the professional and the volunteer.[44]

One task which coordinators of volunteer programs may not anticipate but may be necessary is to assess what their own attitudes and the attitudes of staff in the organization are towards volunteers. This could assist in avoiding potential conflict between paid staff and volunteers.

> First, the director of Volunteer Services must personally, and deeply, believe in the value of volunteer participation. Second, there must be strong positive convictions about the benefits of volunteer service within the facility's governing body and paid staff. Third, it is necessary that the community harbor a spirit of citizen participation and willingness to become involved in meeting human needs.[45]

The issue of working relationships between paid staff and volunteers received considerable attention in the Canadian study *People in Action*. The study lists a number of reasons why staff and volunteers do not work well together. These reasons, although set in the context of working relationships in voluntary associations, may be applicable to any organization and are reproduced below:

> Programs requiring cooperation between paid staff and volunteers fail fairly often. The reasons for the failure generally lie with the way the association deals with its volunteers at the program level. These sources of failure can be described as follows:
>
> (a) The need to which the program addressed itself could not really be met appropriately by volunteers providing services;
>
> (b) The decision to use volunteers was not shared by the staff;
>
> (c) There was a failure to think fully through the goals, job descriptions and qualifications of volunteers;
>
> (d) Volunteers were underqualified or overqualified for the tasks to which they were assigned;
>
> (e) Volunteer training was inefficient, inappropriate and not shared by supervisors;
>
> (f) Recruitment of volunteers was inefficient and ineffective; and

[44] The Volunteer Community, p. 41.
[45] Step by Step, p. 13.

(g) There was little recognition of the contribution made by volunteers, with the result that they felt taken for granted or merely tolerated in the association.

Other difficulties relate to the way associations deal with staff:

(a) Associations hire staff people who are qualified in their expertise but lack a real commitment to voluntary action or are not given the background material and training necessary to understand the philosophy, goals and voluntary nature of the association;

(b) Associations fail to train staff to work with volunteers in terms of their mandate and job as an association; and

(c) Associations fail to give proper credit to the staff for successes in the program.

Often the problems stem directly from staff attitudes:

(a) Staff may be critical of volunteers' effectiveness. Such dismissals of their usefulness are fairly frequent and may arise from an underlying fear that a true appreciation of volunteers' efforts might render the professional staff expendable. A contributing factor is the very real questions now being faced by some associations about whether to use more volunteers and less hired staff in their programs;

(b) Professional staff may not take kindly to suggestions about how to improve its performance from a volunteer with no special training. Such aggravations come to a head over the questions of who actually controls the association, the trained professional or the unpaid volunteer; and

(c) Paid staff may also question the commitment and seriousness of volunteers who cannot be fired, who can come and go when and if they please and who can choose not to do any task which has been assigned.

Some problems stem directly from volunteers:

(a) Some volunteers take strong personal positions which are not always in their association's best interest;

(b) Volunteers tend to come in on their own terms without recognizing that give and take within the association works both ways;

(c) Voluntary associations fail to train volunteers to work with staff; and

(d) Volunteers fail to share credit with staff for successes in the program.[46]

Despite these difficulties, some analysts feel that the potential or actual conflict between staff and volunteers is a problem which can be overcome, or may not exist. The attitudes of authors who have less concern about conflicts between staff and volunteers range from the realization that the two groups must work as a team to acknowledgements that volunteers can assist staff.

Professionals head up teams that include their own services as well as the services of others for their clients. They are, in

[46] People in Action, pp. 72–74.

effect, direct service personel and case managers at the same time. *For this reason, volunteer services are not frills or luxuries. They are part of the treatment and service process.* (Emphasis in text.)[47]

. . . [professionals] are strikingly similar to volunteers. We would do well to stress that similarity, instead of polarizing the two types of people, the implicit emphasis today. In fact, good volunteers and good staff have more in common with each other than either group has with ineffective volunteers or staff.[48]

The fact that paid professional workers cannot meet every need without the assistance of volunteers is recognized in the suggestions [of the Standing Conference of Social Workers] that consideration of the place of voluntary work and of the relationship between professionals and volunteers should be included in training for social work.[49]

Proposition 10

Volunteers present agencies with additional management burdens. Because of the management burden, volunteer programs could force agencies to increase their budget requests.

Findings

Some of the Federal agencies which were the focus of this study are particularly cognizant of the management costs associated with volunteer programs. Staff from the Forest Service specifically noted that their volunteer program of over 16,000 volunteers requires much administrative effort. Both the Forest Service and the Park Service use personnel officers to prepare job descriptions and performance standards, and local supervisors in parks or forests who are responsible for implementing the volunteer programs must allocate their time among volunteers. In order to properly administer the funds appropriated by Congress for the SCORE program, SBA staff must continually provide strong management support to volunteers.

The management costs associated with volunteers were recognized in much of the literature on volunteerism. Estimates of the actual costs were not found, but the listing of tasks which managers must undertake in order to ensure that volunteer programs function well indicate that the programs require all the attention other programs do. Management responsibilities which are needed for volunteer programs include planning, evaluation of the program, publicity and recruitment, interviewing and referral, financial support for volunteers, and benefits for volunteers.[50]

The time investment required to manage volunteer programs was investigated by other sources.

Anyone involved in the management of volunteers is aware of the investment in time and energy that is required for a

[47] A Report on Volunteerism in Virginia State Government, p. 29.
[48] Step by Step, p. 8.
[49] Voluntary Work in the Welfare State, p. 220.
[50] A description of these tasks can be found in: Chapin, Henry. Tapping the Untapped Potential: Toward a National Policy on Volunteerism. Ottawa, the Canadian Council on Social Development, 1977, p. 18–41. (Hereafter cited as Tapping the Untapped Potential.)

> successful program. Volunteers do take time. In fact, the greatest investment in volunteer programs occurs before the volunteer is ever placed in work assignment.[51]
>
> The director of volunteers must be sensitive to the entire atmosphere around him/her. He/she should see himself as a helper to agency programs, to paid staff, to volunteers, to clients, and to the community. The director of volunteers will be the one who handles tensions and misunderstandings between volunteers and paid staff members and between volunteers and volunteers.[52]

Also, part of the explanation for the management costs of volunteer programs may be attributed to the expectations of the volunteer from the agency, as is noted in the excerpt from the Red Cross manual.

> A volunteer has the right to discuss his performance with his supervisor, and should be encouraged to work closely with his supervisor in order to improve his effectiveness.[53]

Officials in the State of Virginia found that the administrative responsibilities of the coordinators of volunteers were of sufficient magnitude to recommend that a classification procedure be established for their jobs.

> Volunteer programs are becoming more professional and thus need professionals to conduct them . . . Virginia's increasing use of volunteers in all phases of government requires that the Merit System establish criteria for job descriptions, classifications salary ranges, and career possibilities [for paid volunteer coordinators].[54]

The roles and responsibilities of the managers of volunteer programs may be overstated in some cases or not be applicable in some organizations due to time constraints, the purpose of the organization, or other factors. In the study of voluntary organizations in Canada, 42 percent of the agencies responding to the survey noted that they have a volunteer coordinator, but that the tasks performed by the coordinator vary.

> The main task of the volunteer coordinators is to recruit volunteers and assign jobs to them, and 71 of the 72 carry out these tasks. Few have time to perform other tasks . . . . The few activities in which volunteer coordinators are engaged do not, for the most part, compare well with a recently developed job description for volunteer coordinators. . . .[55]

This information does not directly answer the question of whether or not Federal agencies will have to increase their budget requests to accommodate the additional burdens of volunteer programs. The experiences of the Forest Service, Park Service, Small Business Administration and Consumer Product Safety Commission indicate that the management of volunteer programs involving hundreds or thousands of volunteers could not be easily assimilated into the other duties of

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[51] A Report on Volunteerism in Virginia State Government, p. 21.
[52] Step by Step, p. 7.
[53] Felix, John Henry. Volunteer Development in Red Cross: A Basic Guide. Honolulu, Hawaii, 1981, p. 12.
[54] A Report on Volunteerism in Virginia State Government, p. 23.
[55] Volunteers: The Untapped Potential, p. 50.

administrative officers. In many respects supervisors face just as many demands for their attention from volunteers as they face from paid staff. More demands, in fact, may come from volunteers because they may have less training and experience with the organization and job.

The approach taken by the Forest Service to give management authority to the leaders of voluntary organizations who then disseminate the information to the individual volunteers may ease some of the management burdens. Relying upon a second line of communications, however, may lead to misunderstandings which will have to be clarified. While the use of volunteers may have advantages in terms of the low costs of the labor compared to the benefits received, the management costs of volunteer programs clearly should be considered carefully.

PROPOSITION 11

Volunteers must schedule their volunteer work in with other duties (e.g., familial, personal, or employment). The degree of commitment of volunteers may vary as a result, leading to inconsistent work quality and lack of dependability.

Findings

The Consumer Product Safety Commission officials noted that one of the difficulties faced by staff in working with volunteers was that the volunteers' work as Consumer Deputies suffered if other obligations of the volunteers had to be met. This, like other administrative problems, appeared to be resolved when contractual arrangements were used with voluntary organizations.

Due to the highly decentralized nature of the Drug Prevention Program, ACTION officials will be hard pressed to measure whether or not volunteers are actually scheduling enough time for their activities. The way the Program is designed volunteers will have the flexibility to schedule the local drug use prevention events around their priorities. The more centralized agencies do not appear to be able to extend that privilege to their volunteers.

The Park Service, the Forest Service, and the SBA have found that it is better to refuse volunteer assistance from the start than it is to establish a relationship which is frustrating. Some retired individuals may seek to use SCORE as a social outlet. This is discouraged by SBA administrators. After a ninety day training/selection period, applicants for SCORE positions are chosen. During this ninety day period it is likely that individuals with major time conflicts will not be selected. The Park Service and the Forest Service rely upon the negotiated agreement to minimize this problem.

In considering this impediment to the use of volunteers, it would be useful to know approximately how much time volunteers spend at their elective task. One source of this information is the Canadian survey previously referred to, *Volunteers: The Untapped Potential*. The question of how much time is spent by volunteers on their voluntary duties is referred to twice in the summary of the survey: once in a questionnaire concerning volunteers and also in a questionnaire targeted to volunteer agencies.

In response to the question "About how many hours or days a week are you involved in volunteer work," approximately 43 percent of the individual volunteers who responded to the questionnaire noted they spend approximately one-half a day per week on voluntary activity. This is corroborated by the responses to a similar question asked of volunteer agencies. In the second survey, staff of volunteer agencies were asked "How many hours per week does each volunteer work? (approx.)." Over 50 percent of the respondents stated that each volunteer works from two to five hours a week, or roughly half of a work day.[56]

One study notes that the nature of volunteerism requires flexible schedules and the ability of the volunteers to decide among their priorities.

> The volunteer knows, and the staff member realizes . . . that the volunteer does not have to do the work, and that emergencies in his or her personal or business life may necessitate absences, hopefully with at least some advance notice.[57]

The flexibility of the volunteers' schedule, the authors continue, may lead to situations of conflict. It may not always be easy for the paid staff member to understand why the volunteer does not complete the task, or for the staffer to empathize with the volunteer's needs. Stenzel and Feeney paint a cheerless picture of the reaction in an office if a volunteer cannot work on a mass mailing effort as he or she promised.

> At the office, the remaining volunteers or office staff members try to get the mailing out in time, possibly griping about the additional burden and not knowing or appreciating that it was a real emergency which kept the volunteer away.[58]

In today's inflationary situation, volunteers face scheduling problems which are more serious than having to decide whether to volunteer or go shopping. In some cases the tight schedule results from having to earn money as well as to do volunteer work. This choice may quickly lead to a decision to abandon voluntary service. According to some officials of voluntary organizations:

> Many of the women who were the core of the volunteer labor force have gone back to paying jobs, either out of personal preference or economic necessity.[59]

According to one source, organizations which use voluntary labor must take into account the pressures on a volunteer's time, and schedule its work to consider the needs of the individual.

> Voluntary associations must learn to seek out and manage volunteers' time more effectively, instead of relying so much on fund-raising to meet new needs . . . they should realize that most potential volunteers now wish to lead active working lives and are therefore usually unavailable for activities organized for mid-afternoon . . . even in the scheduling of the time during which volunteers will render their contribu-

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[56] Volunteers : The Untapped Potential, pp. 22, 47.
[57] Volunteer Training and Development, p. 183.
[58] Ibid., p. 183.
[59] Barringer, Felicity. "It's Someone Else's Turn." Washington Post, May 23, 1980, pp. B1, B3.

> tions, voluntary associations must take into account the whole range of commitments, interests and concerns of each individual volunteer.[60]

The difficulty of scheduling volunteer work with other duties proved to be particularly burdensome for one New York City public school teacher. After being laid-off for budgetary reasons, the teacher continued to instruct students at the same school because:

> . . . she felt "needed" and volunteering made her feel she was "earning" her unemployment insurance check. . . . The state unemployment officer apparently felt different about that. One week [the teacher] failed to show up at the office on the proper day to inquire about jobs because she was teaching. When she did go to the office she was told, "You're supposed to be out looking for a job, not volunteering." She said she was denied her unemployment check that week.[61]

Proposition 12

The qualifications of volunteers may not be relevant to jobs they would like to accomplish.

Findings

None of the Federal agencies interviewed for this study noted any difficulties with volunteers trying to accomplish tasks which required more skills than they had. The CPSC primarily used organizations that were familiar with specific issues, manufactured goods, or geographic areas in their Consumer Deputy Program. Also, the negotiated agreements with individuals and groups used by the Forest and Park Services ease potential problems in other areas. The agreement is designed to ensure that the job description is suited to the talents of the volunteer. The Small Business Administration assigns SCORE counselors to help businesses in those areas with which they are familiar.

It has been acknowledged that some volunteers attempt to tackle something they may not be able to accomplish.

> In every case the individual has a definite image of the agency or service for which he is volunteering on his own. . . . He also has some notion of a possible contribution he can make, although it may be that his self-estimate of his abilities is as unrealistic as his idea of the agency's program and services.[62]

One indication that a volunteer is not adequately prepared for a job is the amount of training which is needed. In the survey of Canadian volunteers, 192 out of 564 respondents (34 percent) stated that they "felt that their work could be improved if they could have the benefit of further training."[63]

This is not to say that most volunteers recruited for positions lack the necessary skills. Schindler-Rainman and Lippitt state that one factor which is encouraging supervisors to use volunteers is that more people have the needed skills.

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[60] People in Action, pp. 67–69.
[61] Jabs, Cynthia. Four Laid-Off Teachers Volunteer at P.S. 251. New York Times, Nov. 30, 1975, p. BQLI 12.
[62] Volunteer Training and Development, p. 76.
[63] Volunteers: The Untapped Potential, p. 28.

> More and more persons with highly trained skills, and with great sensitivity and commitment, are available, and often their knowledge and skills complement those of the professional.[64]

The issue of whether volunteers should select their own tasks based upon their aspirations or whether managers should assign the volunteers to tasks has been debated from both perspectives. It has been found that in certain voluntary situations the volunteers' assessment of themselves is considered in the selection process. Under self-selection procedures used for overseas assignments (similar to the Peace Corps):

> Candidates are asked to familiarize themselves with service overseas by means of reading appropriate literature, talking with returned volunteers, and attending a series of information and discussion meetings. After this they decide whether or not to fill out an application form and proceed to an interview . . . [conference] delegates appeared to agree that it is worthwhile to trust the individual to select himself, but it is also necessary to do a certain amount of selection for him when he would be incompetent to judge the issue himself.[65]

In some instances volunteers may enter an organization with their own idea of what they can or should do, partially based upon the perception that they are offering their services for free. One author encouraged agencies to orient their specific tasks in line with the volunteer's desires much as a private company markets a product.

> The organization should neither merely sell volunteer opportunities nor communicate these opportunities the way it thinks best. Marketing, at its core, is democratic—not elitist or dictatorial. The potential volunteer should call the tune, and the organization should respond to the volunteer on the basis of his or her wants and needs as they relate to the organization's total objectives.[66]

A different viewpoint which asserts the organization's as well as the volunteer's needs states that organizations have the responsibility to identify the basic goals for the volunteer and then provide the necessary training.

> Learning objectives state what you want to accomplish. These objectives need to be possible to achieve, specifically stated, and measurable. The organization has a responsibility to set minimum expectations for each position. Then it has to be decided how the learner [volunteer] can move from where he or she is to where the trainer wants him or her to be.[67]

Other studies, however, place the responsibility for task assignment and recruitment on the administrator's shoulders.

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[64] The Volunteer Community, p. 62.
[65] Volunteer Selection, p. 62.
[66] Barbeito, Carol L. and others. Recruitment: A supermarket of volunteers. In Hanlon, Brenda, ed. The Best of VAL. Washington, the National Center for Citizen Involvement, 1980. p. 89.
[67] Rauner, Judy. Helping people volunteer. San Diego, Calif., Marlborough Publications, 1980, p. 66.

> If the applicant is not suitable for the job, it is important for the interviewer to be honest with him and tell him why his services cannot be used.[68]
>
> Volunteers present the same problems as paid workers and the same care is needed in allocating them. Both kinds of workers have good and bad qualities of different kinds in varying degrees which make them suitable or unsuitable for particular occupations.[69]

Also, some agency administrators openly question reliance upon volunteers in positions which require specific knowledge. Evidence of this was given in 1975 at a meeting of the American Association of Museums, where the director of the Museum of the City of New York warned that if volunteers are used to excess, the quality of work which can be delivered may diminish.

> "I am troubled that 57 percent of our staffs are volunteers;" he said. "Surely we must be the only industry where over half of the workers are unpaid." He praised the volunteers for their dedication but warned that "sometimes volunteerism can lead to dilettantism"—a warning that did nothing to diminish his popularity in an audience largely made up of museum professionals.[70]

Another delegate to the conference, a former social worker, expanded upon the concern of "dilettantes" and their exercise of authority.

> We [social workers] were without any standards of professionalism then, and we too were plagued with wealthy, well-intended amateurs who regarded professionally trained personnel as little more than the servant of their whims. Museums are going through the same thing now, and are going to have to fight the same battles.[71]

It is clear that none of the volunteer programs of the Federal agencies summarized in this report have plans to place volunteers in positions where they may use a Federal employee as a "servant of their whims." The volunteers' decision to accomplish something they are not qualified to achieve does not appear to be a serious impediment based upon the experiences of these agencies. Depending upon the expectations of the volunteer upon initiating an agreement with an agency, however, agency officials may face a problem if the issue is not settled right away.

Proposition 13

People may be restricted in their volunteer activities because they are not as able to pay for expenses which the agency cannot or does not reimburse.

Findings

The practice of reimbursing volunteers for their expenses varied among the Federal agencies interviewed in the course of this study.[72]

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[68] Volunteer Development in Red Cross, p. 11.
[69] Voluntary Work in the Welfare State, p. 201.
[70] Kramer, Hilton. Critic's Notebook: On Museum Volunteers, "Sexism" and Money. New York Times, June 28, 1975, p. 16.
[71] Ibid., p. 16.
[72] The Federal tax policy allowance for income tax deductions for transportation costs to and from the place of volunteering is not considered here.

The U.S. Forest Service does not always reimburse volunteers for their out-of-pocket expenses. The SBA provides reimbursement for SCORE volunteers at the same rate as Federal employees. The Consumer Product Safety Commission paid for some of the expenses of the voluntary organizations through contracts of minimal funds. In the Drug Prevention Program administered by ACTION it would be difficult to ensure that volunteers would be reimbursed because it is decentralized.

The literature examined for this study contained a number of references to the volunteers' needs for the reimbursement of expenses. As the impact of inflation and unemployment strikes more families, these needs increase and may overwhelm individuals who wish to volunteer but cannot afford to.

> A small but significant percentage of those [individuals] who took part in the survey were unable to volunteer or had been forced to discontinue such activities because of lack of money, or because of related problems that might be solved by financial help, such as lack of access to a day care center for their children.[73]
>
> As volunteers representing a broader cross section of the community are being used in new patterns and new settings, agencies are beginning to realize that they need to include budget items for incidental volunteer expenses, such as transportation, parking, conference registration, and meals. Both local and national organizations are now picking up these tabs for their volunteers.[74]
>
> During the group meetings almost every volunteer center reported that there were many individuals who were not able to volunteer because they could not afford to pay for transportation, parking, meals and other out-of-pocket expenses. . . . This is particularly true for those supporting themselves on low wages and fixed incomes. . . .[75]

While advocating the reimbursement of expenses, some studies noted that each organization has to, or may wish to, establish their own procedures.

> Tax benefits allowed for operating vehicles while volunteering have become of significant value. Employment credit for volunteering has become an incentive in many business firms.[76]
>
> It is important that individual volunteers be able to ask for compensation for expenses incurred without feeling that their motives are suspect. . . . Council believes that each voluntary association should decide its own policy for the payment of volunteers' expenses.[77]

For one author, the reimbursement of expenses is not only a recognition of the importance of monetary considerations, but the recognition that volunteerism itself is of value.

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[73] Volunteers: The Untapped Potential, p. 93.
[74] The Volunteer Community, p. 39.
[75] Tapping the Untapped Potential, p. 30–31.
[76] A Report on Volunteerism in Virginia State Government, p. 24.
[77] People in Action, p. 76.

> Volunteerism is achieving greater status, by that, I mean through tax deductions, free insurance, and reimbursements. This does not mean that the volunteer is to be paid in coin of the realm but that he should be provided "benefits" in order not to be poorer at the end of the day due to lunch, transportation, or other costs.[78]

PROPOSITION 14

Conflicts of interest may arise if a volunteer, as advocate, works for a Federal agency.

Findings

The term "advocate" is used in this section to mean a person who seeks to achieve a specific purpose to the benefit of one party or philosophy, generally by speaking or working on behalf of that party or philosophy. A volunteer may be an advocate as a "change" agent, as the National Organization for Women has urged, or may work to maintain the status quo to ensure that existing benefits for a certain organization do not change. This proposition does not imply that advocacy in a volunteer is unhealthy. This proposition is concerned with the apparent conflict of interest between the mission of an agency and the goal of the advocate.

The volunteer as an advocate is distinguished from the volunteer who completes an assigned task or delivers a service to accomplish an objective of an organization. As the term is used here, volunteers in Federal agencies who are advocates may be seen at times to create a conflict of interest if they seek to take advantage of their volunteer position to benefit themselves or another party. In many cases it is difficult to distinguish between the two, as in the Forest Service program where volunteers are advocates of natural resource protection.

The Drug Prevention Program is one example of a Federal program which encourages volunteers to be advocates for the prevention of drug use. Volunteers are sought to organize educational and counseling groups to discourage youth from using drugs. The work of volunteers in communities serving as advocates of drug abstention does not directly imply a conflict of interest.

Volunteer programs in other agencies take steps to avoid any potential for a conflict of interest. If a small business has applied for a loan from a private institution, the SCORE volunteer who has been counseling the business manager may not be involved in any stage of the loan procedure. Also, the Office of the U.S. Trade Representative in the White House does not use private corporations as a source of volunteers in order to prevent any possible conflict of interest. Representatives from other agencies did not express concern about the issue.

Not all volunteers view advocacy of a particular cause to be a necessary ingredient of volunteerism. For many, however, advocacy is difficult to separate from the motivation to volunteer. The following excerpt from the Manser and Cass study is taken from an entire chapter on the issue.

> Whether one talks about advocacy, influencing public social policy, engaging in social action, or promoting institutional

[78] Citizen Participation, p. 41.

> change makes no essential difference. The objectives sought may be many and diverse . . . and the repertoire of activities directed to achieving the goal may be similarly varied . . . . One of the unique characteristics of voluntarism is its ability to mobilize individual and group effort toward those objectives which are felt to be important to the participants.[79]

Other studies comment on the link between advocacy and volunteerism.

> Freedom of action for the individual and freedom of association for groups constitute the basic conditions for voluntary action in Canada. Without these freedoms, Canadians would not be able to choose a preferred voluntary activity or group together in order to carry it out. A second basic condition is the right to dissent in a lawful manner. There are many degrees of lawful dissent varying from constructive criticism of Canadian institutions, laws and policies to peaceful demonstration.[80]
>
> Public commitment to voluntary endeavors should be extended to all diverse forms of voluntary action, including those which involve legitimate opposition to government and pressure for social change.[81]
>
> The assertive volunteer must be encouraged to comment on and criticize any part of the program. And he must have the respect and opportunity of being heard that is provided to a paid worker. While at the same time, he must accept the final policy established by those responsible for the program.[82]
>
> Participation in voluntary associations and political activity are positively correlated.[83]
>
> Those men and women who do have time to give want to become involved in causes that touch their lives directly, or they have strong feelings about.[84]
>
> Many volunteers are finding in some of the newer, more autonomous cause programs greater excitment, more freedom from restraint, and wider opportunities for meaningful participation than in the traditional volunteer roles and agencies.[85]

Perhaps the strongest statement made in support of the advocacy role of volunteers was written by the National Organization for Women. When NOW publicized their opposition to volunteer service for women, they noted the distinction betewen service and advocacy.

> The NOW position was outlined in a resolution . . . The resolution distinguishes between voluntary activities (which it says serve to "maintain women's dependence and secondary status") and change-directed activities ("which lead to more active participation in the decision-making process.")[86]

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[79] Voluntarism at the Crossroads, p. 128.
[80] People in Action, p. 38.
[81] Ibid., p. 39.
[82] Citizen Participation, p. 45.
[83] Smith, Constance and Anne Freedman. Voluntary Associations: Perspectives on the Literature. Cambridge, Harvard University Press, 1972, p. 89–90.
[84] Barringer, Felicity. "It's Someone Else's Turn." Washington Post, May 23, 1980: B1, B3.
[85] The Volunteer Community, p. 42.
[86] Nemy, Enid. NOW Attacks Volunteerism—But Others Rally to its Defense. New York Times, June 7, 1974: 41.

Because volunteerism requires sacrifice and people generally must be highly motivated to sacrifice their time and donate their talents, it may not be possible to separate advocacy from volunteerism. A person will volunteer for work which, at the least is not distasteful to the person and is, more likely, work which the person believes is needed. The belief that the work of a volunteer is beneficial for the volunteer's sake or for the sake of others may easily lead to advocacy. Therefore, it may be quite unrealistic for the volunteer coordinator to expect to attract volunteers who are not advocates of something. The link between the strong beliefs of advocacy and volunteerism may be particularly evident in the delivery of social services and the protection of individual rights.

> Welfare, recreation, social control, health, culture, educational services, and many other functions can be carried out effectively only if there is a widespread network of concerned volunteers ready to "be their brothers' keepers," to act as protectors, supporters, consultants, and educators. In many areas of economic, political, and social injustice, such as housing, food prices, educational opportunities, job placement, and child welfare, volunteers with a deep concern, skilled intelligence, and committed initiative are the critical leverage for justice.[87]

PROPOSITION 15

Volunteers may tend to stress solely the achievement of a goal and may pay little attention to the procedures and requirements established by organizations.

Findings

None of the Federal officials interviewed in this study indicated that they had difficulties with the objectives of volunteers vis-a-vis organizational procedures.

There is a difference of opinion in the literature on the attitude of volunteers toward the organizations in which they work. Some analysts perceive the volunteer to be an essentially self-sacrificing individual who is more interested in the ultimate goal to be achieved rather than the interests of the organization.

> The volunteer has a different identification with the organization and community than the career worker who may be promoted into positions with other agencies or other localities in the interest of professional advancement. Most volunteers think of the goals and services of the organization or agency first and of their specific activity in it afterward.[88]
>
> Some volunteers may claim that they are always more effective than paid professionals because they are capable of relating in an honest and human manner with the persons they are serving. They state that no professional role-playing or hidden economic motives should intervene between the volunteer and his client.[89]

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[87] The Volunteer Community, p. 18.
[88] Volunteer Training and Development, p. 4.
[89] People in Action, p. 75.

Others, however, state that the volunteer must consider the immediate goals (those which guide the day-to-day operations of the agency) as well as the long term or strategic goals to be achieved.

> The volunteer, like his professional colleagues or superior, owes allegiance to the organization, statutory or voluntary, for which he is working as well as to the people he is trying to help. For him, as for the paid worker, the first duty is to these people and not to the organization, but for him it is easier to put this first duty first. It takes less courage to expose bad conditions and to criticize the shortcomings of administration and of individual officers, if all you risk is dismissal from an unpaid job.[90]
>
> The "with-it" volunteer must recognize his obligations not only to the organization but also to the volunteer function within that organization.[91]

Proposition 16

The possibility for litigation increases as volunteers are used.

Findings

Aside from the potential difficulties associated with conflicts of interest (see Proposition 14), none of the Federal officials mentioned that the use of volunteers increases the possibilities of lawsuits.

There is not much information in the literature examined in this study on the problem of litigation. One study includes a short section on the increasing propensity of our society to resort to lawsuits, a circumstance which threatens to complicate the work of volunteers and which opens up new areas for voluntary involvement.

> For volunteerism, litigation brings the threat of increased insurance, liability and accurate reporting. It also brings new opportunities for advocacy and neighborhood organizing....
>
> The area of personal liability, arising from alleged conflicts of interest, negligence or malpractice, is a very volatile field. Whether from disinclination or fear of liability, it deters some people who might otherwise wish to serve.[92]

In his contribution to a report, Ivanscheier noted that increasing litigation may prove to be most costly to volunteer programs which are part of formal organizations, such as government agencies.

> The adverse effects of a litigious society will impact most strongly on traditional forms of organized volunteerism, prompting some shift of volunteers to other forms of voluntary participation. The litigious society is expected to put adverse pressure mainly on formal, structured, agency-related volunteer programs. This litigious factor will reinforce other factors in making organized volunteer efforts less attractive than other underground varieties of volunteering. The vari-

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[90] Voluntary Work in the Welfare State, p. 203.
[91] Citizen Participation, p. 46.
[92] Rydberg, Wayne D. and Linda Peterson, eds. A Look at the Eighties: Crucial Environmental Factors Affecting Volunteerism. Appleton, Wisconsin, Aid Association for Lutherans, (Hereafter cited as A Look at the Eighties) and Washington, The National Center for Citizen Involvement, 1980. p. 65.

eties of volunteering less vulnerable to litigation seem to include neighborhood, informal, freelance and self-reliance volunteering.[93]

Conclusion

Comparison of the responses of Federal officials contacted during the course of this study and examination of the literature on volunteerism suggests that under certain circumstances Federal agencies can use the work of volunteers to supplement the work of paid Federal employees. The use of volunteers, however, can be accompanied by difficulties. Volunteers do not normally replace employees; they supplement employees and help the staff of the agency achieve their prescribed goals. A more systematic empirical study would be required, however, to assess the most suitable circumstances for using volunteers in Federal agencies and to identify instances, if any, where volunteers may actually supplant Federal employees.

The positive aspects of using volunteers are evident from the fact that a number of Federal agencies have relied upon volunteer programs for years and continue to use volunteers. While empirical data and research on the volunteer programs may be lacking, the desire of agency officials to use volunteers and the willingness of people to volunteer is an indication that the benefits appear to outweigh the problems.

As was pointed out in the introduction to the report, the problems with volunteer programs should not be ignored because of the strength of the benefits. Agency officials cannot resolve all of the problems associated with volunteer programs, but may be able to prevent some of them. Legislators considering legislation to authorize the use of volunteers may view some of the problems to be serious enough to require statutory action. Also, if volunteers are cognizant of some of the difficulties associated with volunteering, they may take preventive steps on their own.

As a result of conducting this inquiry into some of the incentives and impediments Federal officials face in using volunteers, a number of critical points are realized. These include:

(1) Statistical data and the experiences of volunteer coordinators show that volunteers do accomplish much work which might not otherwise be accomplished given budgetary constraints. But from the viewpoint of some organizations, e.g., the National Organization for Women, the work accomplished by volunteers throughout society should be paid for if it is valued. (At a time of high unemployment rates, this position may attract support it might not otherwise gain.)

(2) The expectations Federal officials have concerning volunteers may conflict with the motivations of volunteers. For example, agencies need skilled workers and provide minimal training opportunities, while people may volunteer to learn new skills. Also, volunteers may need to have their out-of-pocket expenses reimbursed, but not all agencies consistently pay these expenses, and few considerations were noted by the agencies concerning child care.

(3) Many individuals volunteer in order to help others—sometimes for altruistic, sometimes for reasons of personal gratification.

[93] A Look at the Eighties, p. 67.

(4) It is difficult to generalize about the severity of conflict between paid staff and volunteers because some agencies experience conflict, while others do not see conflict as a problem.

(5) Volunteer programs require a commitment from management in resources, money, and time. Volunteer programs are not free.

(6) The quality of work accomplished through volunteer programs may be questionable because of a lack of skills of volunteers, the inability of management to sanction volunteers, or scheduling pressures on volunteers. As a result, volunteers are not necessarily the best resource for certain public programs with specific requirements.

(7) The potential for conflict of interest has been recognized by agencies, and policies have been enforced to prevent or alleviate this problem.

(8) Where possible, volunteers and officials prefer to agree on what is expected of each party before a volunteer begins work.

Experiences with volunteer programs in the Federal Government and in non-Federal organizations indicate that under the proper circumstances volunteer programs can be mutually satisfying for the agency and the volunteer. The agency sees that work is accomplished beyond the capability of their budgeted resources, and volunteers accomplish something, learn about government, improve some skills, or receive a boost toward a career.

The administrative structure of the programs dictate the amount of freedom volunteers have in their work. Highly centralized programs, such as the one designed for the Consumer Product Safety Commission gives the authority to design projects and assign specific volunteer tasks to officials in the national headquarters. Volunteers have little flexibility to design their projects. Other programs which are decentralized (e.g., the Drug Prevention Program in ACTION and the U.S. Fire Administration's program) allow volunteers much flexibility to design their projects. The U.S. Forest Service and the National Park Service fall between the two extremes because they require local supervisors to coordinate their needs for volunteers with the Washington office, but allow volunteers and local officials to negotiate their work agreement.

INFORMATION ON THE USE OF VOLUNTEERS IN SELECTED FEDERAL AGENCIES

Introduction

This section of the report provides information on how selected Federal agencies use volunteers. In general, 31 U.S.C. 665 prohibits an "officer or employee of the United States" from accepting voluntary services; but there are statutory exceptions to this prohibition. A number of agencies do have authority to use volunteers, 31 U.S.C. 665 notwithstanding. Some of the programs established by Federal agencies under statutory authority are examined here.

This section consists of four major parts, including a summary of interviews conducted with Federal agency staff and agency profiles based upon the information collected in each interview. There are three sets of profiles. The first deals with agencies having relatively extensive volunteer programs. The second deals with agencies that use volunteers less extensively. The third set deals only with the U.S. Army Corps of Engineers; it reports on a discussion with staff of the U.S. Army Corps of Engineers regarding how they might use volunteers if they were given suitable statutory authority.

The agencies and offices identified in this section have been selected for inclusion in two ways. First, by using newspaper clippings and brochures which identify the volunteer programs, and second by consulting the 1976 edition of the U.S. Code. These profiles represent a range of functions carried out by agencies, including natural resource protection, consumer protection, business management and social welfare (drug use). It is possible that some voluntary programs are in operation in some agencies which have not been identified. This is not a comprehensive survey of the use of volunteers in the Federal Government.

The profiles presented here are based mainly upon conversations with agency staff, with only occasional reference to supporting documents. The summary of the findings, therefore, is also only based upon the information received in these interviews and does not draw upon other sources.

Summary of Selected Findings

This section summarizes some of the information collected in ten interviews and presented in the agency profiles and descriptions of volunteer programs. The summary is organized around six questions likely to be raised during the consideration of policy regarding the use of volunteers in the Federal Government:

1. Are volunteers used by the agencies?
2. Why do agencies use volunteers?
3. How have volunteers been used?
4. What budget considerations are needed?

5. What seems to attract volunteers?
6. Are there sufficient data to soundly evaluate volunteer programs?

The information presented as answers to these six questions related only to the agencies. Moreover the summary discussion is further limited because it reflects only the points of view of the agency respondents.

1. Are Volunteers Used by the Agencies?

Yes, by most of them. The extent to which each office uses volunteers appears to depend upon the mission of the agency, the administrative support staff, the specific task to be completed, the geographic area to be covered, and other factors.

The use of volunteers in the selected agencies range from zero in the U.S. Parole Commission to over 16,000 by the U.S. Forest Service, as well as the 326,000 volunteers of the ACTION Agency to be used in conjunction with potential volunteers in 3,000 communities. The *Facts* section of each profile identifies the number of volunteers used in each program.

2. Why Do Agencies Use Volunteers?

The agencies' officials reported a variety of motives for using volunteers:

(a) To supplement limited staff resources.
(b) To provide an outlet for public pressure ("I want to help").
(c) To enhance the productivity of the agency—measured either qualitatively or as a cost/benefit ratio.
(d) To resolve social problems, i.e., voluntarism is the *best* approach.
(e) To improve the operations of the agency.
(f) To give volunteers something useful to do.
(g) To give volunteers new experiences and training.

These motives are not mutually exclusive and may, in fact, complement one another. The Forest Service, for example, has received requests for years from individuals and groups who see a need to be met and ask if they can do the work. These same groups have, in the past through public involvement forums, provided advice to the Forest Service management on suggested policy or operational changes. Also, the Forest Service spokesman believes that the amount of work to be done in the forests exceeds their resources. The three reasons, therefore, merge to create the motivation for the Forest Service to use volunteers.

Two of the offices which have less experience with volunteer programs than the other agencies interviewed (the newly initiated Drug Prevention Program in ACTION and the U.S. Army Corps of Engineers) expressed the belief that volunteers would be a more effective and efficient approach to solving problems than would other alternatives. According to the Director of the Drug Prevention Program in ACTION, volunteers in communities would be a more effective and efficient approach to easing the use of drugs because volunteers in communities (especially parents) have a vested personal interest in halting the use of drugs. Parents, friends and religious leaders could, it was reasoned, have greater influence on the drug users than agency officials.

Citing the probable cost/benefit ratio of using few Federal resources to obtain results, the Corps of Engineers staff felt that a volunteer program would be more cost effective than current contracting procedures.

3. How Have Volunteers Been Used?

Agencies use volunteers in a number of ways. All of these uses may be seen from one of two perspectives; either as an extension of the current staff resources or in functions which staff could not ordinarily perform. Some of the functions volunteers have fulfilled are:

—research (scientific and historical)
—resource management (natural resources and archives)
—clerical
—visitor assistance
—instructors, informing the public
—organizers
—counselors, consultants
—speakers, "stars"
—information gatherers
—translators
—attendants
—in functions in lieu of contractors

By using volunteers who have special skills (e.g., botanists, language specialists, or teachers) agencies are able to meet certain demands without paying the costs of hiring or contracting out. This may be particularly useful if the need for the service is occasional and is not of sufficient demand to overwhelm the volunteer.

One of the limitations of the volunteer program was pointed out by staff at the Consumer Product Safety Commission (CPSC) who found that volunteers would not always complete their functions as Consumer Deputies if family obligations or other duties had to be met. The extent to which a volunteer was able to commit himself or herself to the task was also raised by the Small Business Administration and the National Park Service officials. Both agencies found that some individuals would volunteer for social or recreational reason, not to perform the task. The negotiated agreement procedure used by the Park and Forest Services is one mechanism which may ease this problem, but there are no penalties for breaking this agreement.

Several of the agencies (Small Business Administration, Forest and Park Services, and the Office of the United States Trade Representative) specified that they either selected volunteers with certain tasks in mind or assigned the volunteers to tasks based upon their background. The two offices concerned with social problems (ACTION's Drug Prevention Program and the U.S. Fire Administration) were not as concerned with the experience of the volunteers, but with their willingness to help. It is possible that, given time, the volunteers in the Drug Prevention Program may find that the most useful volunteers are those with the most relevant experience (e.g., former drug users, parents of drug users, doctors or psychologists). The Small Business Administration links volunteers with small businesses which match their background. For budgetary reasons, the Park Service staff noted the functions of volunteers are matched to their skills to save training costs.

The objective of the agency to match functions with skilled volunteers may make sense from an administrative viewpoint, but may conflict with one factor which motivates individuals to volunteer—the opportunity to learn a new skill. Among the policy options for miti-

gating this conflict are: (1) to provide adequate training funds for unskilled volunteers as a separate appropriated item; (2) to incorporate language authorizing agencies to train volunteers at their discretion, with certain restrictions; and (3) to include statutory language which requires agencies to match functions with the skills of volunteers. The need for this language depends upon an assessment of whether or not the conflict between an agency's needs and volunteers' motivations has caused a problem in the past. There were no indications from staff that this problem had been plaguing the programs, but a more in-depth investigation from the volunteers' perspective may provide more data.

The tasks that agencies assign to volunteers may be seen as "expert" functions or "assisting" functions. The counselors in the SCORE program and the drug use and fire prevention workers, for example, are seen by the public to be knowledgeable persons who can be turned to for advice and consultation. Park campground hosts, visitor aides, and tour guides may also be viewed as experts.

Other volunteers, however, complete tasks not as experts but as assistants given an objective to be accomplished. Clerical workers, trail blazers, data gatherers, and fee collectors are not relied upon for their advice, but for their ability to complete a task. The different functions require certain capabilities which are not necessarily transferable. It may be expected that if a person voluntarily chooses a task, he or she has the capability or interest to carry it through. Some mismatching may occur, however, requiring administrative skill and time to identify and correct the problem. This matter of ensuring that "experts" and "assistants" are sorted out may be best approached administratively by the agencies, with general policy guidance given in the statute.

4. What Budget Considerations Are Needed?

The experiences of these Federal offices with volunteer programs indicate that budget requirements for reimbursing volunteers for their expenses are minimal. The Forest Service staff expressed concern about a statutory cap on the budget for volunteers. The Park Service official indicated, however, that the Park Service would probably not experience difficulties with a limitation of administrative or operating expenses. The Forest Service staff indicated that some agencies with larger field operations would be unnecessarily restricted with a cap.

5. What Seems to Attract Volunteers?

From these interviews with Federal officials it is difficult to answer this question. It would be more useful to interview volunteers to record what motivated them to donate time, energy and money.

In some cases, it may be seen from the interviews, that the volunteers respond to the attractiveness of a task or the immediacy of a problem. The Park Service receives applications from volunteers who see work in the park as a preferred activity. Community leaders who see a dramatic problem with arson or drug use may be more receptive to these respective programs. Other volunteers may also seek a radical change from their daily lives, such as an inner city resident wanting to work in the parks.

In order to attract volunteers to Federal agencies and channel them into the most productive tasks, it is possible that policy could be designed which provides incentives for individuals or groups to volunteer for those tasks generally seen to be less attractive. The incentive could take the form of nominal or partial remuneration, training opportunities, tax credits, or other means.

6. Are There Sufficient Data to Soundly Evaluate Volunteer Programs?

The work of the National Forest Service, the Small Business Administration, the Consumer Product Safety Commission and the National Park Service indicate that it is possible to measure the extent of volunteer involvement and the value of volunteer work. Such calculations may be subject to questions of methodology or precision, but do offer some quantitative basis for evaluation. The White House Office of Drug Abuse Policy was the only office which established a specific goal to be achieved. A number of staff in other agencies indicated that evaluation of volunteer programs served a useful purpose and should be improved upon.

Evaluation of the volunteer programs is not necessarily dependent upon having a centralized operation. The decentralized program of the National Forest Service, whereby local officials bear total responsibility for recruiting, selecting and supervising volunteers, produces standardized national data on the number of people involved, their areas of work, and an estimate of the value of the work performed.

The conversation with Mrs. Albertson of the Small Business Administration indicated that an evaluation of the management of the SCORE program would have assisted in clarifying responsibilities and the corresponding functions of agency staff and volunteers. The issue of "ultimate responsibility," particularly where appropriated funds are used for the program, may require policy guidance which assigns to the staff of the agencies specific functions and sets out the limitations of the volunteers authority.

Agency Interviews

CRS conducted interviews in ten Federal agencies in April 1982—in five which have well-established volunteer programs;[94] in four which have authority to use volunteers, but which do not use them extensively;[95] and in one which has no authority to use volunteers, but which would use them if granted authority.[96] The interviews resulted in a series of profiles prepared according to a common format. The format and the principal questions posed during the interviews are given on the following page. Profiles resulting from interviews in the second set of agencies—those with relatively limited volunteer usage—are not as complete as those resulting from interviews in the other agencies.

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[94] The Office of Drug Abuse Policy in the White House/ACTION; the Consumer Product Safety Commission, which has been terminated; the Forest Service; the National Park Service; and the Small Business Administration.

[95] The U.S. Fire Administration; the U.S. Parole Commission; the Office of the U.S. Trade Representative in the White House; and the U.S. Administrative Conference.

[96] The Army Corps of Engineers.

Drafts of the more extensive profiles (dealing with the agencies identified in note 94) and the description of the U.S. Fire Administration program were reviewed by appropriate staff in the agencies, and all of the reviewers' suggested adjustments were incorporated into final profiles. The profiles can be assumed, therefore, to represent the agency staff's concept of the volunteer program. CRS has not sought to verify the information in the profiles by consulting other sources.

Outline for Agency Profiles

Name of office

Contact(s)

Authority

Project description

What is (was) the purpose of the program?

Facts

How many volunteers have participated?
What size is the budget?
Other items of interest (e.g., What is the value of the volunteers' activities?).

Administration

How are decisions made to plan for and allocate volunteers among tasks?
Do field offices manage volunteers or does headquarters?
What decisions are made at headquarters and passed on to the field?
What procedures are followed in supervising volunteers?

Recruitment and selection

Does the agency advertise for volunteers?
What procedures are used to select and place the volunteers?
Are corporations and other organizations used as the voluntary entity?

Training

How much time is spent on training? How much money?
What is the procedure for training volunteers?

Use of volunteers

How are volunteers assigned?
Are they restricted from certain tasks?
Does the agency foresee other uses for volunteers beyond what they're used for now? (If statutory or regulatory prohibitions were lifted would volunteers be used for those tasks they cannot now perform?)

Evaluation

Who evaluates the volunteers?
How are the evaluations used by the agency or the volunteers?

Comments

What is the agency's motivation for using volunteers?
Other comments?

Agencies Using Volunteers Relatively Extensively

Office of Drug Abuse Policy, the White House/Action

Contact.—Jody Forman, Office of Drug Abuse Policy, 456–6554; Angie Hammock, Director, ACTION's Drug Prevention Program, 254–8501.

Authority.—21 U.S.C. 1114 (Applies to the Office of Drug Abuse Policy in the White House. ACTION is administering the project.)

Project description.—The purpose of ACTION's Drug Prevention Program is to encourage volunteers from families, communities, the private sector and other institutions to disseminate information on the dangers of drug use by children and young adults. This program is only designed to prevent drug use, not provide treatment.

The Drug Prevention Program has two voluntary facets: (1) the approximately 326,000 ACTION volunteers will begin to use drug related material in their community work as Foster Grandparents, Retired Senior Volunteers, and others; (2) parents and religious, community, and business leaders in approximately 3,000 communities will be encouraged to form groups. To begin the program, 15 States will be targeted for special attention. The Program Director in ACTION (Ms. Hammock) is in the process of identifying these States, based upon an analysis of which States already contain support structures of parent groups, commitment from the Governor, administrative staff, and other factors.

Facts.—This Program is a new effort by ACTION, but has been preceded by other efforts by ACTION to halt drug use. The outlays for ACTION programs designed to prevent drug use are:

1979	$1,500,000
1980	1,700,000
1981	2,500,000
1982 (projected)	4,600,000
1983 (projected)	4,700,000

Administration.—The volunteer effort in the program will be based primarily upon the commitment exercised by communities, not a centralized organization staffed by ACTION. ACTION will offer technical assistance to groups, as well as guidance as to the use and production of books, movies, slideshows and other forms of information. ACTION will assist new groups interested in fighting drug use problems in their community by recommending speakers and organizers from neighboring communities.

The decisions of each volunteer effort are local matters, however, requiring little direction from ACTION headquarters staff, regional or State directors. The role of ACTION in the administration of the program may be seen, for example, in Colorado where the ACTION regional director hired a coordinator for the volunteer effort. This coordinator contacted community leaders and taught them how to organize and become active in drug use prevention. When volunteer groups are organized in Colorado, the Regional Director plans to duplicate the effort through the entire region.

It is up to the voluntary organization to prepare its agenda, assign tasks and disseminate information. Organizations in one State or area may choose a different approach from others. If they need assistance, the groups then contact ACTION staff.

Other Federal agencies are coordinating their drug prevention program with ACTION's. The Department of Health and Human Services' National Institute on Drug Abuse, the Department of State, and other agencies are involved in many aspects of preventing drug use, such as reducing the supply of drugs in the United States.

Recruitment and selection.—ACTION does not advertise for volunteers to come to an office and register. The media is used to educate the public about the drug use problem and to encourage them to go out in the community and form volunteer groups. Community based voluntarism is relied upon because parents prove to be most committed to preventing drug use among their children. Also, corporate leaders have expressed interest in volunteering not only because of their interest in their community and company, but also because they are parents. Corporate leaders recognize that drug use affects productivity of employees.

It is hoped that corporations will bear some or all of the costs associated with preparing literature, producing documentaries for television, and assisting with the generation of educational materials. At the White House Briefing on Drug Use and the Family on March 22, 1982, corporate officers expressed their interest in providing assistance. When a corporation expresses interest, ACTION staff will meet with the corporate board and design proposals for their involvement, depending upon the corporation's resources.

Training.—ACTION will provide assistance to some groups seeking to organize, and will encourage existing groups to work among themselves. One resource used by groups is the newsletter published by the National Federation of Parents for Drug-Free Youth. This organization already has a network of organizations throughout the fifty states.

Use of volunteers.—Volunteers in this program direct themselves and design their own drug use prevention programs.

ACTION volunteers are in the process of being introduced to the Drug Prevention Program and will be expected to use the educational material in their communities to reduce the demand for drugs.

To most effectively use the mass media, Melissa Gilbert, a 17 year old movie star has agreed to be a national spokesperson for the campaign. Miss Gilbert is traveling across the country discussing the drug use problem with other youths.

Evaluation.—The National Institute for Drug Abuse (NIDA) has surveyed high school seniors for years to measure the level of drug use. In order to measure the effectiveness of the program, a goal of a 30 percent decrease in many forms of drug use as measured in the NIDA annual survey has been set.

In a similar manner, ACTION staff are urging community groups to measure the use of drugs before and after the educational campaign to measure their own rate of success.

Comments.—Peer pressure in drug use is very powerful, and Miss Gilbert is an effective spokesperson who can communicate well with people her age and appears to have more influence than an adult would on many teenagers.

The motivation for the use of volunteers stems from the Administration's concern that the use of drugs is a great problem in the United States, and that volunteers appear to be the best solution. The pro-

ductivity of volunteers is greater than an agency, and volunteers can work closely on the drug use problem because of the danger to their families.

Consumer Product Safety Commission

Contact.—Jim Delgado, Field Coordinator, 492–6550, Ross Koeser, Product Staff Assessor, 492–6971, 6468.

Authority.—15 U.S.C. 2076(b)(6).

Project description.—The Consumer Deputy Program, initiated in 1973 (and which no longer operates) used volunteers to gather data on consumer products and to survey retailers' compliance with CPSC regulations. Consumer Deputies were used as data gatherers to supplement the CPSC staff's consumer protection responsibilities. Depending upon the focus of each project, a volunteer would examine store displays, the products offered for sale, and public areas, specifically playgrounds, to determine compliance with consumer and public safety requirements. If problems were found, the Deputies would notify the storeowner of the problem and report the situation to the field office for enforcement purposes. In some instances the storeowner did not know about the CPSC regulations and corrected the situation immediately.

Facts.—In 1977 an evaluation study of the Consumer Deputy Program noted that services received under the Program could be estimated to be valued at approximately $250,000.[97] The study identified 3,838 people as having served as Consumer Deputies. It is difficult to identify the total amount of money allocated by CPSC to the program—it was roughly estimated that $65,000 for reimbursable expenses were allocated to the program from 1973 to 1980. including four to five months of staff time per year per project. Thirteen separate projects were conducted under the Consumer Deputy Program on topics such as the following: toys, children's sleepwear, Christmas decorative lights, oral prescription drugs, playground surfaces and others.

Administration.—CPSC headquarters staff experienced some difficulty developing plans for the Deputy Program because ideas for individual projects could not always be generated in time for the budget preparation schedule. During each fiscal year potential project topics were considered as the need arose, not necessarily in a fashion which facilitated planning. In some instances, during planning sessions with the Commissions, staff would discuss the Deputy Program in general terms, i.e., without specific ideas or projects in mind.

The Program began with strong support at the Commissioners' level, but this support dwindled as time passed, perhaps due to budgetary constraints.

In 1973 the studies undertaken by Deputies were strictly voluntary. In later years, however, some administrative costs for the volunteers were covered.

The field offices had primary responsibility for contacting the volunteers, training them and coordinating the work. The CPSC headquarters had little or no role in the decisions of who did the work and

[97] Petersen. Martin R. Findings and recommendations on the U.S. Consumer Product Safety Commission's volunteer and consumer deputy programs. Consultant to the CPSC. Washington, 1977, p. 86. Note that the author assigned a number of caveats to this calculation of the value of the volunteers' work.

how the work was divided. The topic for each project was developed at the CPSC headquarters and relevant information and guidelines disseminated to the field offices. As long as the work was done properly as designed by the headquarters, the field staff had free rein to allocate and direct the Deputies.

The administration of the volunteers was more difficult in the first years of the Program before any payments were made. Less problems were encountered by the field staff, however, after contractual agreements with minimal funds were made. These agreements were based upon standard Federal Government purchase orders and were paid in lump sums to the sponsoring organizations conducting the surveys. The payments did not fully compensate volunteers for all their costs.

The administrative responsibilities for the field offices presented difficulties at times. The Program at times was cumbersome for the field staff, particularly when volunteers had other responsibilities (e.g. families, shopping) which forced them to put off their Deputy assignments.

Recruitment and selection.—In the early years of the Program some field offices placed advertisements for volunteers in newspapers. CPSC staff found, however, that it was more effective to use personal contacts. Outreach staff in the field offices generally contacted organizations in their area which were perceived to meet the project's objectives. For example, a college class in textiles completed the survey of children's sleepwear. As a result, individuals were rarely contacted and selected. Part of the emphasis upon using volunteer organizations rather than individuals is that the administrative costs were higher if the services of individuals were sought, as opposed to those of entire groups or organizations.

Because of the nature of the work conducted by the Deputies, handicapped persons or elderly people who were feeble were not selected because of walking and other physically exerting requirements.

Training.—Before Deputies were sent out to gather information, some time was used by the field office for training on each project. Even if an organization had participated in a project previously, they received instructions on the new project guidelines and the new survey instruments. CPSC headquarters would send training guidelines to the field offices along with the project material. The amount of time needed for training could not be estimated, but training did require a substantial commitment of time. When each project was developed, a major goal of the headquarters staff was to keep the tasks of the Deputies simple, therefore requiring minimal training.

Use of volunteers.—The field offices assigned all volunteers to the same task. If the project focused on a survey of how products were displayed by stores, all the volunteers went to a required number of stores. The field staff assigned the volunteers to cover a certain number of stores or a certain geographic area, so the headquarters staff has no data on the allocation of the Deputies.

The principle restriction placed upon Deputies was that they could not serve as enforcement personnel. If a possible violation was spotted, the person responsible could be informed, but disciplinary or forceful action could not be taken. All matters of enforcement were referred to the CPSC field office.

Evaluation.—Final reports have been prepared on each project involving Consumer Deputies. These reports provide broad profiles of volunteers and summarize the findings of the Deputies. Also, field offices have presented awards and certificates of appreciation to Deputies.

Comments.—The contacts noted their support for the program and perceived a further role for Deputies in CPSC proceedings. One idea suggested was that some groups could be used to educate others about public safety issues and the proper use of products.

FOREST SERVICE—DEPARTMENT OF AGRICULTURE

Contacts.—Stan Gaylord, George Kreger, Manpower Specialists, 382–1725.

Authority.—16 U.S.C. 558(a).

Project description.—The Volunteers in the National Forest program provides individuals with the opportunity to use their skills to assist the National Forest Service in conserving natural resources, informing the public, or fulfilling other tasks. Volunteers work on clearing trails, hosting campgrounds, preparing historical papers or other tasks. The key to the Forest Service volunteers program is a negotiated agreement between the individual and the Service. Volunteers assist in creating their own position descriptions, with the agreement of the Forest Service.

Facts.—From fiscal years 1978–1981 the number of volunteers in the Forest Service program increased from less than 7,000 to more than 16,000. The breakdown for each fiscal year follows:

1978	6,936
1979	12,294
1980	15,550
1981	16,445

The Forest Service has compiled data which breaks down the volunteers in each year by sex, age and race. Also, data is available on the number of volunteers assigned to each category of work (e.g. recreation construction, recreation management, fish and wildlife habitat, and others).

The tables which include the breakdown of work categories lists the amount of work completed by volunteers for each year (person/years) and the estimated dollar value of the work completed by the volunteers. The total amount of work completed by volunteers (measured in person/years) and the value of the work are:

	Person-years of work	Value
1978	401.17	$3,252,261
1979	569	4,700,384
1980	644.48	5,981,041
1981	761	8,279,951

The average term of service for volunteers is 2–3 weeks. This period appears to be of short duration principally because a large number of volunteers serve as members of a group which may work only one or two days on a special project. A considerable number volunteer

for periods of several months to a year, and others repeat their commitment from one year to another.

Administration.—The Volunteers program is principally administered at the local level, not by the Washington headquarters. Each winter the district offices prepare their work plans for the next summer and forward these "needs assessments" to the Regional Offices. The Regional Offices are responsible for coordinating the placement of the volunteers. The national headquarters provides oversight and technical assistance, such as in the preparation of the official manual and a guidebook on *How to Make the Best Use of Volunteers* (in revision). When the budget allows, headquarters staff may make on-site visits. Volunteer coordinators assigned in each district office are responsible for coordination of volunteer assignments at ranger districts in the national forests. Volunteers are supervised by Forest Service staff. Local managers keep track of the administrative costs of the volunteer program, but such costs are not currently included in the volunteer reporting system. The percent of the budget for volunteers is very small since volunteers may only be paid incidental out-of-pocket expenses and are not always reimbursed for these costs. Volunteers are sometimes reimbursed for their travel expenses and field uniforms are sometimes provided to those volunteers directly involved with the public.

Recruitment and selection.—National or local news releases generally direct applicants to the Regional Offices. Public service announcements on radio and television are also used to recruit volunteers.

Organizations which have a particular interest in the national forests (e.g., Good Sam, for operators of recreation trailers, Boy Scouts, and the Appalachian Hiking Club) often provide information in their publications on the Forest Service's program. By using these sponsor groups the Forest Service can reduce administrative costs and rely upon the groups to provide the necessary volunteers and supervision.

Applicants are usually assigned to forests in proximity to their present address in order to minimize travel costs. The applications are sent to the district offices and the local manager has the responsibility of contacting the applicant, conducting the interview, and negotiating the final agreement. The agreement signed by the volunteer and the local manager sets out the responsibilities of the volunteer and the Forest Service. This agreement may be terminated at any time by either party.

Handicapped or elderly volunteers may be used in special situations. The Forest Service is flexible enough to design programs which would best use the services of the handicapped.

Private, for-profit corporations have not been used as a source for volunteers.

Training.—Volunteers receive the same training for their duties as paid employees. This includes an orientation to the Forest Service and a description of the job requirements. Safety training is also provided.

It is not possible to identify the budget for training, as volunteers usually participate in on-going training with Forest Service staff.

Use of volunteers.—The preferences of volunteers for their work assignments are noted right from the start when the agreement is negotiated. The volunteer and the agency agrees upon a useful task.

Volunteers may wish to prepare an historical study of an area or artifact, they may help clear a trail, conduct a nature tour, or complete other tasks.

Volunteers cannot serve in a law enforcement capacity, and cannot collect entrance fees. They may, however, be campground attendants. Volunteers have a high rate of success in encouraging people to pay by asking visitors if they have paid their fee.

Evaluation.—The work record and performance of the volunteer is furnished to the volunteer by the local manager at the termination of service. All personal evaluation information is kept at the local level. (At one time OPM wanted an official folder on each volunteer, but this requirement has been waived.) However, the agreement, work record, costs, physical record and other information are maintained in special folders.

Comments.—The volunteer program is difficult to administer requiring a little money, hard work and much imagination. A framework must be established so volunteers can fit into the operations of the Forest Service.

It was noted that a limitation on the amount of the administrative budget each agency could allocate to the volunteer effort is particularly burdensome to agencies with large field operations.

The motivation of the Forest Service to use volunteers stems in great measure from public pressure. For years the Forest Service has received comments from groups and individuals who perceive the need to improve the national forests and who wish to volunteer their time. This willingness to volunteer coincides with the realization that the manpower needs of the Service are not sufficient to maintain the large, geographically dispersed area the Service is responsible for. Also, the Forest Service has operated a public involvement program in agency decisionmaking for years, and the volunteerism provides an opportunity for a continuous exchange of ideas between Forest Service staff and the public.

National Park Service—U.S. Department of the Interior

Contact.—Roy Graybill, Visitor Services Specialist, 523–5270.

Authority.—16 U.S.C. 18g.

Project description.—The Volunteers in Parks Program is designed to enrich the programs at national parks for visitors and to provide a useful opportunity for volunteers.

Facts.—In fiscal year 1981, 8,326 individual volunteers were used by the Park Service. These volunteers contributed a total of 257 work years (the amount of work which a full-time employee would accomplish), valued at approximately $4,000,000.

The National Park Service spent $244,677 for reimbursable expenses for volunteers in fiscal year 1981 for meals, lodging, transportation, uniforms and other expenses. This is within the $250,000 cap on reimbursement expenses established by law.

Administration.—Oversight and overall management responsibilities for the Volunteers program rests with the Visitor Services Specialist (Mr. Graybill). The Washington office provides guidelines for the implementation of the program (see guideline number NPS–7, titled Volunteers in Parks, dated February 1980).

The park superintendent in each park administers the Volunteers program, identifies the need for volunteers in the park and assigns tasks in conjunction with the staffer assigned to be volunteer coordinator for each park. The superintendent makes most of the management decisions without requiring clearance from the Washington office.

Recruitment and selection.—The National Park Service has a surfeit of volunteers, possibly due to the "romantic" nature of park work, so extensive advertising campaigns are not needed. Park Service staff has realized, however, that it is much easier to enlist the aid of a volunteer once a task has been identified, rather than bring a volunteer on before a job for the volunteer is found. Recruitment, therefore, is often keyed to specific tasks. This approach has been found to be less frustrating for the Park Service staff and the volunteers because the individuals quickly understand what their role is.

The Park Service is preparing a joint recruitment campaign to attract more skilled volunteers with the Bureau of Land Management, the Forest Service, and the Fish and Wildlife Service.

The park superintendent and volunteer coordinator select the volunteers. Volunteers may be closely supervised by the Park Service staff or allowed much freedom depending upon their age or capabilities.

Private, for-profit corporations are generally not approached by the Park Service. Boy Scouts, garden clubs and other civic organizations are targeted by the Park Service and often volunteer their assistance without being asked.

Training.—Volunteers receive training on the job. The Park Service attempts to recruit people who have the necessary skills to minimize training expenses. In fiscal year 1981 approximately $25,000 was expended on training for volunteers in the parks.

Use of volunteers.—Examples of the tasks which may be assigned to volunteers include: resource management, habitat improvement for animals and people, interpretive programs, visitor services, curatorial activities, botany or entomology research, secretarial assistance, and teaching. Retired people who provide their own fidelity bond may be used to collect fees. Volunteers agree to a job description and performance standards drawn up by Park Service staff prior to beginning their work. This negotiated agreement is signed by both parties.

Volunteers are not used in life threatening situations where they do not have the required skills. Volunteers cannot serve as law enforcement officers nor can they carry modern firearms.

Evaluation.—The evaluation of a volunteer's efforts is largely left to the subjective determination of the park superintendent. At the present time the Park Service does not have a consistent evaluation system and is developing an evaluation form. Letters of recommendation may be written at the request of the volunteer, and certificates of appreciation are given out upon the completion of the work.

Comments.—Park Service staff have found that it is easier to refuse a volunteer's offer of assistance if no task has been identified than to bring them on and try to find a task to suit their talents. The preparation of a job description and performance standards are essential, therefore.

Voluntarism often results from personal motivation and it is important to give the volunteer personal recognition for the work they've

performed. Exemplary volunteers may be given a special ceremony, a book, or a "Volunteer of the Park" award.

The principal motivation for the Park Service to use volunteers is that tasks can be accomplished which otherwise could not be under personnel and resource limitations. The arrangement is one of mutual benefit for the Park Service and the volunteers.

Small Business Administration

Contact.—Mrs. Johnnie Albertson, Chief of Management Assistance Delivery Section, 653–6768.

Authority.—15 U.S.C. 636(k)(1)(3), Executive Order 11871, July 18, 1975.

Project description.—SCORE, the Service Corps of Retired Executives, is a nonprofit organization sponsored by the Small Business Administration (SBA) to link retired persons with business experience with owners or managers of small businesses who need management assistance. The volunteer program operated by SCORE is augmented by ACE (Active Corps of Executives), which consists of men and women still employed who give their time to the same tasks undertaken by SCORE volunteers. ACE volunteers work through the SCORE organization, and are primarily distinguished from SCORE volunteers by their employment status.

The small businesses which use SCORE volunteers are not charged a fee, and do not necessarily have to be a recipient of an SBA loan. The purpose of SCORE "is to help small businesses solve their operating problems and become better managers of their business." [98]

A history of the SCORE program notes that a consulting group in Wilmington, Delaware, may be credited with undertaking the first SCORE-type project. Through a Readers Digest article the concept was brought to the attention of SBA personnel. While SBA did not initially adopt the idea, a short time later the agency cooperated with the Rotary Club of Boston in providing counseling assistance.[99]

Facts.—In 1980, 370 SCORE chapters were chartered in the fifty states, the Pacific Trust Territories, Puerto Rico, and the Virgin Islands. Approximately 8,000 volunteers are registered SCORE counselors. According to the 1979 Activities Report, a total of 259,572 interviews were held between counselors and small businesses.

Approximately 100 volunteers leave the program each month, and approximately 60 percent of the volunteers are actively involved in the program. The SCORE National Council has estimated that volunteers who stay with the program work in it for six to ten years.

For fiscal year 1982 the budget for SCORE was approximately $2.13 million. These funds are divided roughly as follows:

Traveling expenses for volunteers	$1,710,000
Expenses associated with maintaining the National SCORE office (staffed with volunteers)	160,000
Clerical support	260,000

Approximately seventy-five percent of the SCORE chapters are located outside district offices, so clerical support and supplies(including phones) must be paid for. Volunteers receive the same reimbursement for travel and expenses as Federal employees.

[98] National SCORE Council. SCORE and ACE handbook. U.S. Small Business Administration. Washington. 1979. p. 1.

[99] SCORE. The history of SCORE. Presented at Tulsa, Okla., October 1979. Washington, U.S. Small Business Administration. 16 p. plus notes.

Administration (Organization).—SCORE is organized to encourage local flexibility and still provide central coordination and control. As a nonprofit organization SCORE is administratively independent from the SBA, but operates in a fashion complementary to SBA's organization. In order to be able to obtain financing from sources other than the Government, another entity, the SCORE Association has been established.

The basic units in SCORE are the chapters. Nationwide, 370 chapters have been formed, each with its own chairperson. A minimum of ten volunteers composes each chapter. District SCORE representatives coordinate the activities of chapters and report to the SBA district office. Each district SCORE representative reports to one of ten regional SCORE representatives. The ten regional representatives, plus an eleventh who is elected Chair, form the National SCORE Council.

The organizational structure for SCORE corresponds to the functions of SBA offices. The SBA Assistant District Director for Management Assistance (ADDMA) is in charge of the SCORE chapters within the SBA district offices. The Assistant Regional Administrator for Management Assistance (ARDMA) is responsible for coordination in the regional office. At the national level the Administrator for SBA (through the Assistant Administrator for Management Assistance) directs the SCORE program.

Administration (Functions).—The ADDMA is responsible for the SCORE programs in his or her district. The number of volunteers to be used, the need for other chapters, the maintenance of an updated roster, and oversight are responsibilities of the ADDMA. If district SCORE officers or chapter chairpersons disagree with the ADDMA's decision, the conflict can be brought up before the regional representative or the National Council. Problems are generally resolved by the ADDMA at the local level.

The National SCORE Council serves as a clearinghouse of information for local chapters, advises SBA, Congress and other organizations of SCORE activities and develops mechanisms to improve the program. These activities complement SBA's responsibilities which include program direction, funds, oversight, and publicity to recruit volunteers. The directives and goals established by SBA headquarters are carried out by the SCORE chapters, and the SCORE Council serves as the liaison between the chapters and regional offices and the SBA.

SCORE volunteers may be closely supervised by their chapter chairpersons or given little supervision. The extent of management supervision depends upon the demands of the clients, the volunteers' capabilities and the discretion of the ADDMA.

Recruitment and selection.—The ADDMA in each SBA district office is primarily responsible for recruiting volunteers. Potential retirees in Federal agencies and corporations are approached through organizationwide appeals. Press releases and news stories also generate interest.

Applicants complete SBA form 610, and the ADDMA considers the application. An FBI security check is conducted on the applicant and a preliminary decision is made by the ADDMA within four to six weeks. (See Training information, below) No special considerations

are given to the handicapped, but all SCORE volunteers must be retired (not employed more than 20 hours per week).

Training.—A ninety day orientation period is given to applicants to acquaint them with SCORE, the SBA and the work to be performed. This training period is part of the selection process. If the applicant is still interested in the SCORE activities and if the other SCORE counselors who have been training the applicant agree, then the ADDMA, in consultation with the chapter chairperson, selects the volunteer.

Beyond this initial training period, each chapter generally meets one day a month, one-half of which must be set-aside for training. A minimum of eight hours of training are provided to volunteers each quarter. Topics at the training sessions are designed to improve the volunteers' skills in a variety of areas, including computers, insurance, counseling, and others. The only funds used in the training sessions are for travel and other expenses incurred by the volunteers.

Use of volunteers.—The experience that each volunteer has had is the sole criterion used to assign tasks to counselors. Volunteers are prohibited from actively participating in the SBA loan making process. The volunteer's assessment of a manager's or owner's management skills is part of the information used in the decision before a SBA loan is made. SCORE volunteers primarily counsel their clients by helping them develop long-range plans and marketing strategies, make financial decisions and assisting them with other management functions. SCORE volunteers cannot use their SBA influence or their role as an SBA volunteer to affect loans to be made by private lending agencies.

Private companies and associations are asked to provide special assistance. Chambers of Commerce and banks have provided office space for SCORE counselors. A large oil company in Mobile, Alabama, donated an office and part-time secretarial assistance to the SCORE volunteers.

Mrs. Albertson indicated that the prohibition against SCORE volunteers being involved in the SBA loan process is necessary to guard against conflict of interest charges. If existing statutory prohibitions were lifted, one role that SCORE volunteers might have in the SBA loan program without conflict of interest is in the survey conducted by the SBA management assistance officers to determine how the client has actually used the funds. Because this survey is part of the SBA loan process, volunteers are prohibited from participating. Mrs. Albertson noted that if volunteers conducted the survey they could help businesses with management problems early on, rather than later when the managers are having difficulties and businesses are more likely to fail.

Another area in which the use of volunteers could be expanded would be to relax the statutory requirement that any voluntary assistance must only be reimbursed through participation in SCORE. Trade associations have indicated their willingness to provide assistance, but the SBA could not reimburse them for expenses.

Evaluation.—Each case undertaken by a counselor is reported on SBA form 1062 which includes a description of the client's problem and a summary of the counselor's recommendation. The 1062 form is completed by each counselor and reviewed by the ADDMA each month. Formal evaluation forms are not sent to the clients. However

the clients, it was noted, are not shy about expressing their opinions of the program to SBA.

Recognition and service awards and certificates of appreciation are given to SCORE chapter chairpersons and counselors. These awards are used for local and national publicity purposes.

The roster of SCORE volunteers is used every six months by SBA to purge the list of chapter members of inactive volunteers. The 1062 forms are not used outside of SBA.

Comments.—Towards the end of the Carter Administration SBA staff initiated an evaluation study on the management of SCORE. This study was cancelled for budgetary reasons. Mrs. Albertson noted that this study is necessary because SCORE officials voice their independence of SBA, and at times the relationship is adversarial. From SBA's position, strong management is necessary to most efficiently operate SCORE, particularly while appropriated funds are allocated to the program.

The motivation for SBA to use volunteers is twofold. First, SCORE represents valuable expertise in business management that could only be purchased at the expense of millions of dollars. Second, small businesses need practical advice, not theory. A business person who has had experience managing or owning a small business is most likely to give the advice which is needed by a new or struggling small business.

Agencies With Relatively Limited Use of Volunteers

The following Federal agencies and offices have the authority to use volunteers, but their volunteer programs are not as extensive as those of the five agencies listed above. Some of the offices have made minimal use of the volunteers.

Because of the limited use of volunteers in these agencies, the following profiles are less extensive than the preceding ones and, except for the U.S. Fire Administration, were not reviewed by the staff in the agencies to which they apply.

U.S. Fire Administration—Federal Emergency Management Administration (previously the National Fire Prevention and Control Administration)

Contact.—James Smalley, Manager of Fire and Emergency Master Planning Program, 287–0787.

Authority.—15 U.S.C. 2218(b)(2).

Project description.—The U.S. Fire Administration operates several programs to encourage volunteers in communities to become involved in fire prevention. Mr. Smalley, a volunteer fireman himself, assists communities, companies or individuals which want to establish "Learn Not to Burn" programs, prepare publications which include fire prevention techniques, or use the television or radio to convey the fire prevention message. Some small grants may be given to help volunteers, but communities or private corporations are expected to provide much of the funding.

Private corporations have provided financial assistance in a number of programs. For example, McDonald's restaurants in San Francisco donated 25 cents from each strawberry shake sold during one week to the "Learn Not to Burn" program. Levi Strauss and Co. contributed

$7,564 to the same program in San Francisco. In Chicago, the Chicago White Sox team co-sponsored spot radio programs on fire safety with the city Fire Department. These activities are not necessarily always coordinated with the U.S. Fire Administration, but may make use of the Administration's resources.

A special effort was conducted by the Administration under Operation Dixieland. With the realization that nine States in the Southeastern region of the United States had the highest death rates due to fires, the Administration concentrated on developing volunteer fire prevention programs in 50 locations throughout these States.

U.S. Parole Commission

Contact.—Jim Draley, Program Management Officer 492–5952.
Authority.—18 U.S.C. 4202(b)(2).
Description.—The Commission has not used volunteers in four years.

Office of the United States Trade Representative—The White House

Contact.—John Giacomini, Director, Office of Management, 395–5123.
Authority.—19 U.S.C. 2171(d)(6).
Description.—The Office of the Trade Representative has used volunteer student interns from local colleges and universities. In fiscal year 1982 fifteen volunteers are being used, including one volunteer who is not a student.

The volunteers are recruited by a personnel staffer in the office through college officials. The university deans are told what backgrounds are needed, qualification briefs of the students are circulated among senior staff, and the selections are made by the staff. Due to the administrative burden of selecting the volunteers and working with them, the Office probably could not use more volunteers.

Private corporations are not used as a source of volunteers because of the potential for conflicting interests.

U.S. Administrative Conference

Contact.—Stephen Babcock, Executive Director, 254–7020.
Authority.—5 U.S.C. 575(c)(13).
Description.—In the summer of 1981 the Administrative Conference used volunteers extensively, primarily for clerical functions. In addition, a law student worked at the Conference for approximately one month. This is the first time volunteers have been used, however, since 1978.

U.S. Army Corps of Engineers

This profile of the use of volunteers in the U.S. Army Corps of Engineers is based upon staff opinions of how volunteers could be used in the civil works functions of the Corps given the appropriate statutory authority. The Corps presently does not have such authority. This profile is therefore speculative and reflects the opinions of the interviewed staff, not necessarily the official position of the Corps of Engineers.

Contacts.—Sue Froeschle, Outdoor Recreation Planner, 272–0247; Dwight Quarles, Outdoor Recreation Planner, 272–0247.

Description of potential project.—The Corps of Engineers' volunteer project would resemble those of other agencies, notably those agencies involved with natural resource protection. As one option, volunteers with professional skills (e.g. landscape architects, lawyers, or contractors) would be recruited. As another option, contracts could be let under authority of 41 U.S.C. 252(c)(5) with educational institutions to use the services of students to pay for incidental expenses.

Potential administration procedures.—Within the Corps of Engineers 35 district offices have principle responsibility for coordinating the management of 442 operational water project offices. In general, the district offices would be responsible for coordinating the volunteers within each water project. General guidelines to help district offices administer the volunteer program would be issued from the Washington office.

Volunteer coordinators could be used to look at specific sites, set up volunteer programs and assist with management problems at the local level. Existing Corps staff could also be given this responsibility in addition to their present duties, and have ultimate responsibility.

Potential recruitment and selection.—As noted above, the Corps would seek volunteers with special skills and actively recruit individuals with those skills.

Currently, through the competitive bid process, individuals with few financial needs (e.g. an older couple with secure income) are hired through contracts as gate attendants. The role of volunteers as gate attendants would be particularly important if the user fee policy expands.

Potential use of volunteers.—In addition to using low-bid contractors as gate attendants, the Corps of Engineers could use the help of volunteers to monitor day use areas (picnic sites), as interpreters, or to help develop project plans (building trails). Volunteers would be relied upon for their assistance as professionals and to provide advice to managers in the Corps. Individuals and groups would be used for some natural resource work, but probably not as extensively as in the Forest or Park Services.

Volunteers would not be used only for menial tasks such as litter control, and would not be expected to take over potentially hazardous tasks now performed by contractors (e.g. lawn mowing).

Potential evaluation.—A Corps-wide recognition program would be established to award volunteers and to catalogue and measure their achievements.

Comments.—The Corps staff envisions using the volunteers to provide services which cannot be provided given the existing resource limitations. Volunteers would not be used to replace employees.

A major motivation for using volunteers would be the high cost/benefit ratio. While the staff expects to incur administrative costs with the volunteer program, they believe that the value of the work produced by the volunteers will exceed the cost. Also, the Corps has received requests from public groups who want to help at Corps' water projects out of a sense of patriotic duty, for recreational purposes, or other reasons.

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